



FEMA

# Restoring Flow of Private Sector Lifelines Operational Strategies for Emergency Managers

Community lifelines are those services that enable the continuous operation of critical government and business functions and are essential to human health and safety or economic security.<sup>12</sup> One of the most critical roles for emergency managers in disasters is to stabilize community lifelines.

Because the private sector owns and operates many of these lifelines, emergency management strategies include **rapid restoration of private sector operations** as well as short-term, contingency government response solutions.



These “private sector lifelines” provide significant capacity to communities every day. By focusing on restoring private sector flow, government-managed relief supplies can be directed to areas of greatest need rather than supporting the entire disaster-affected area. Primary sectors for private sector lifeline coordination include food/grocery, fuel, transportation, telecommunications, and power.

This document provides Operational Strategies for Emergency Managers to improve public-private sector coordination specifically to re-establish the movement, also called the flow, of private sector capacity. These strategies are organized into three phases: pre-incident phase, the initial onset phase, and the ongoing operations phase. Operational strategies for emergency managers focus on bi-directional, cross sector situational awareness and the use of temporary regulatory waivers and other practices that can increase flow, e.g., traffic management, route clearing, prioritization of grid restoration. It is important to establish relationships with private sector lifeline networks now to ensure effective unity-of-effort coordination during response and recovery operations.

Specific communications strategies and information-sharing mechanisms will vary by jurisdiction. Similarly, the incident-specific information most important to private-sector partners will vary by industry, hazard, and community. It is important to determine the information private sector partners most need and the frequency of updates to help industry personnel maintain and restore operations.

*Note: Hyperlinks included within this document are hosted by local and state jurisdictions. Please contact [FEMA-TARequest@fema.dhs.gov](mailto:FEMA-TARequest@fema.dhs.gov) if any hyperlinks are broken or missing their original referenced content.*

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<sup>1</sup> National Response Framework, Fourth Edition October 28, 2019. [National Response Framework \(fema.gov\)](https://www.fema.gov/national-response-framework)

<sup>2</sup> Community Lifelines Implementation Toolkit, Version 2.1 July, 2023. [Community Lifelines Implementation Toolkit](#)

## Pre-Incident Phase / Ongoing Actions

Implementing these steps is critical to develop relationships with the private sector. These steps will help increase a shared understanding of operations between the private sector and emergency management and will ensure that critical information is shared to make disaster response and recovery more effective.

### Preparedness actions that support more effective private sector coordination

- Research the private sector companies that serve your area for each lifeline sector. Check their service areas and coordinate with emergency managers in other jurisdictions who are served by the same company.
- Find the right contact at these companies. This person could hold a different title at each company, but relevant titles could include business continuity, operations manager, general manager, or even emergency manager. Introduce yourself and share your contact information. Provide an overview of resources available from emergency management during disasters, including situational awareness updates and coordination on government issued waivers.
- Develop ongoing relationships with key private sector partners to understand their terminology, priorities, data capabilities, and information needs. Ask about critical dependencies and interdependencies to maintain or restore operations and flow, e.g., power for fuel rack operations, fuel for generators. Consider developing an Annex to your jurisdiction’s Emergency Operations Plan (EOP) for private sector coordination.
- Establish a consistent schedule and agenda for standing coordination meetings with your critical private sector partners.
- Confirm private sector partners have access to any virtual incident management platforms (WebEOC or other).
- Discuss relevant local regulations, ordinances, and policies that may unintentionally impede restoration of flow in response/recovery e.g., curfews, weight restrictions, route restrictions, other restrictions. Research the process to monitor state and federal waivers and determine process to request or issue relevant local waivers.
- Test disaster condition decision points and two-way information sharing practices through joint exercises and document coordination protocols in Standard Operating Procedure checklists or EOPs.
- Discuss expected goals during response and recovery operations and create feedback loops and cross-check strategies to ensure actions during disaster operations meet pre-discussed targets.
- Develop inquiry protocols to the private sector for when resource requests are identified during a disaster. Rather than immediately and solely requesting resources from government channels, consider availability of these resource needs from the private sector. Consider developing Memorandum of Understanding with other jurisdictions to have protocols on shared resources.
- Consult with your jurisdiction’s legal advisors to ensure you comply with any requirements in working with the private sector, including disclaimers.

## Initial Onset Phase

This phase may take place during the immediate response to a no-notice event or during the lead-time ahead of a predicted or forecasted event. This phase may also include the initial activation of the Emergency Operations Center (EOC). Note: some jurisdictions may have a Business Emergency Operations Center (BEOC) process or an established Emergency Support Function to coordinate with the private sector. Note: these actions may occur simultaneously with actions listed under the Ongoing Operations Phase.

### Information Sharing: EOC Operations and Situation Reports

- Provide private sector partners with a specific point of contact in the jurisdiction’s EOC to liaise with if one has not already been established.
- Include private sector partners in outgoing communication as the EOC initiates activation.
  - ✓ Add private sector partners to the situation report distribution lists.
  - ✓ Invite private sector partners to listen to daily Operational Briefings.
  - ✓ Ensure private sector partners are apprised of any waivers in effect and have any needed documentation.
- Obtain regular updates from private sector partners on:
  - ✓ Operational status in the jurisdiction. If the disaster is regional, create one comprehensive log of private sector contacts that can be shared with all affected jurisdictions.
  - ✓ Any current or forecasted operations or distribution disruptions that may impact the jurisdiction and the reason for the disruption (this may include dependencies on another sector, e.g., fuel for grocery distribution).
  - ✓ Potential needs from the jurisdiction/government, such as waivers, fuel, law enforcement, road clearance, telecommunications support.
- If private sector groups create separate coordination meetings, offer to have a representative participate in their discussions to share information about the disaster.

### Private Sector Operational Status

- Track operational status of distribution centers, transportation, and retail locations for priority lifeline sectors (see Appendix A for suggested questions). Include input from private sector partners, open-source data, and crowd sourcing in situational awareness reports.
- Incorporate private sector operating status in response operational decisions.
- Use GIS analysis to develop maps to visualize data. FEMA’s Resilience Analysis and Planning Tool ([www.fema.gov/rapt](http://www.fema.gov/rapt)) is a free access GIS tool for this purpose and includes pre-loaded data layers including:
  - ✓ Transportation paths, rails, ports, and major track routes
  - ✓ Major distribution center locations
  - ✓ Large grocery retail locations
  - ✓ Critical infrastructure (i.e., energy utility locations, water/wastewater utility locations, telecommunication infrastructure locations). Users can import additional data into RAPT from [DHS HIFLD Open](#) and ArcGIS Online.

## Information Sharing: EOC Operations and Situation Reports

- ✓ Critical facilities (i.e., emergency services, law enforcement, government buildings, schools, transportation hubs such as airports or train stations, hospitals, long-term residential healthcare facilities, outpatient healthcare facilities such as urgent care and dialysis centers, agricultural facilities, including fertilizer plants and chemical storage facilities.)
- ✓ Geographic locations of vulnerable populations in a community
- ✓ Areas that would be considered food and fuel deserts
- Share any developed mapping products with private sector partners during regular situation report sharing to provide a visual status update.

## Temporary Waivers

**Note that transportation restrictions can fall under local, state, or federal jurisdiction. It is critical that emergency managers understand the specific authorities to generate appropriate waivers.**

Transportation restrictions can include:

- Tolls
  - Entry/re-entry into a closed area/onto closed roadways
  - Hours of operation/curfew
  - Truck height
  - Weight limit of freight
  - Noise restrictions on route
  - Class of vehicle in residential areas
- Monitor state and federal Department of Transportation (DOT) updates for any transportation waivers issued in response to the event. Contact DOT to request or help expedite requests for needed waivers to restore flow.
  - For local waivers, obtain the necessary approval from jurisdictional authorities (note that exact authorities will vary by jurisdiction and should be understood before an emergency).
  - ✓ Keep private sector partners updated on any new information related to local, state, or federal transportation waivers, as well as documentation requirements for any waivers issued. For example, drivers may be required to carry a printed copy of the waiver or have documentation of vehicle specifications.

## Support for Freight Flows

Priority actions to ensure private sector freight can reach the area includes:

- Identify major freight routes and prioritize debris removal, traffic control and infrastructure restoration for these routes, including roads, rails, airports, and ports.
- Confirm priority routes (including important secondary roads) to distribution centers, fuel racks, retail locations and other high-capacity nodes<sup>3</sup> and links.<sup>4</sup>
- Prioritize fuel availability for generators and transportation needs, grid restoration, and communication restoration to high-capacity nodes.
- Minimize traffic delays by coordinating traffic control, credentialling, and escort of vehicles.
- Provide security for commodities in transit to expedite delivery and protect high-capacity distribution nodes and channels.
- Maintain ongoing communications with private sector lifelines to ensure their needs are being met to restore high-capacity flow, including:
  - ✓ Freight Parking space for trucks parking during required breaks.
  - ✓ Freight Staging space near delivery facilities for trucks to stage and wait for their appointment.
  - ✓ Drop-and-Go space for trucks to drop freight trailers in a staging area until the delivery location is ready, and a local truck can deliver the trailer.
  - ✓ Cross-Docking space for rapid unloading of freight into smaller vehicles that can more easily access affected areas.
- Confirm exercising stand-by government contracts for freight capacity (e.g., trucks and truck drivers) will not inadvertently constrict transportation needs of private sector lifeline sectors that have larger capacity.

<sup>3</sup> Nodes are the important physical sites where the product is stored and distributed in its various stages of production, be it distribution centers, urban hubs or, at a wider and international scope, ports and airports.

<sup>4</sup> Links the physical and functional connections between nodes, such as communication, transportation avenues (roadways, rail, etc.) or transaction connections.

## Ongoing Operations Phase

This phase entails actions for a jurisdiction to take during ongoing response operations. This phase involves efforts toward the stabilization of community lifelines. Note: these actions may occur simultaneously with actions listed under the Initial Onset Phase.

Information Sharing
<ul style="list-style-type: none"> <li>Continue to maintain established information sharing channels with private sector lifelines, daily operations briefing, situation reports, EOC/BEOC coordination calls, and participating in private sector led coordination sessions.</li> </ul>
<ul style="list-style-type: none"> <li>Share emergency management operational priorities with private-sector partners, including:                             <ul style="list-style-type: none"> <li>✓ Status of area restrictions, road closures, and curfews.</li> <li>✓ Status of jurisdiction’s response efforts, including evacuation orders and grid recovery schedules.</li> <li>✓ Any public health considerations, e.g., boil water advisory.</li> <li>✓ Government requirements for drone operations re: conducting damage assessments.</li> </ul> </li> </ul>
<ul style="list-style-type: none"> <li>Include private sector operational status, resource needs, and capacity estimates in jurisdiction’s daily situation reports. Information should include:                             <ul style="list-style-type: none"> <li>✓ Status of major gas stations/fuel racks capacity, fuel inventory and ability to re-supply. Continue to prioritize private sector needs for fuel, for generators and transportation, to restore flow of critical goods to the jurisdiction.</li> <li>✓ Status (openings/closures/ability to accept online transactions) of local large grocery/consumer good retail locations. Track generator availability for backup power, required fuel, water supply, employee availability, etc.</li> <li>✓ Unresolved local supply transportation issues.</li> <li>✓ Grocery-specific public health issues relative to refrigeration and water.</li> </ul> </li> </ul>
<ul style="list-style-type: none"> <li>Continue sharing situation reports and other response status documents, as applicable, with private sector partners.</li> </ul>
<ul style="list-style-type: none"> <li>Coordinate with private sector lifelines to identify service area “deserts,” where government resources and points of distribution are most needed.</li> </ul>
<ul style="list-style-type: none"> <li>Ensure private sector partners have access to information hosted on virtual incident management platforms.</li> </ul>
<ul style="list-style-type: none"> <li>Ensure private sector partners have ongoing point of contact/liaison in the EOC.</li> </ul>
<ul style="list-style-type: none"> <li>Coordinate communications to the public regarding private sector capacity, access, and service hours.</li> </ul>
Temporary Waivers
<ul style="list-style-type: none"> <li>Include supporting local and regional private sector supply restoration as an objective in the Incident Action Plan (IAP).</li> </ul>
<ul style="list-style-type: none"> <li>Continue to provide private sector partners with updated information regarding local, state, and federal transportation waivers.</li> </ul>
<ul style="list-style-type: none"> <li>When issuing local transportation waivers:</li> </ul>

<ul style="list-style-type: none"> <li>✓ Provide specific directions on required documentation (i.e., printed copy of state or federal declarations, or printed copy of the waiver).</li> </ul>
<ul style="list-style-type: none"> <li>✓ Provide specific directions on entry/re-entry procedures and requirements.</li> </ul>
<ul style="list-style-type: none"> <li>✓ Provide escort as needed to deliver needed goods and services.</li> </ul>
<ul style="list-style-type: none"> <li>• In a power outage event, facilitate coordination between local power companies, telecommunications companies, fuel, and retail partners to understand how to best prioritize restoration of service:             <ul style="list-style-type: none"> <li>✓ Coordinate with the power company to understand the likely duration of the outage and priority areas for restoration. Consider how this plan affects other supply chain stakeholders.</li> <li>✓ Coordinate with the telecommunications companies to understand communication restoration priorities. Consider how this plan affects other supply chain stakeholders.</li> <li>✓ Determine needs from power or telecommunications companies for waivers to travel through restricted areas.</li> <li>✓ Determine power outage impacts on large consumer goods retail operations. <i>Limitations of services provided by these retailers may drive the need for a jurisdiction to establish (or continue operating) a point of distribution to provide commodities to residents.</i></li> </ul> </li> </ul>
<ul style="list-style-type: none"> <li>• Share guidance for drone operations to conduct damage assessment surveys:             <ul style="list-style-type: none"> <li>✓ Determine the necessary quick permits and obtainment processes through the Federal Aviation Administration (FAA).</li> <li>✓ Relay any FAA updates to telecommunications, electrical, and other infrastructure partners conducting damage assessments.</li> </ul> </li> </ul>
<b>Coordinate Private Sector Capacity and Government-Provided Resources</b>
<ul style="list-style-type: none"> <li>• Determine whether restoring private sector flow can meet local needs before submitting resource requests to the state/federal government levels.</li> </ul>
<ul style="list-style-type: none"> <li>• Coordinate analysis with the private sector to identify where to locate points of distribution (PODs) to provide basic commodities to residents. PODs should be in areas where private sector restoration will be significantly delayed or where there are pre-disaster “deserts of service.”</li> </ul>
<ul style="list-style-type: none"> <li>• Coordinate with private-sector partners to appropriately time the shutdown of PODs as retailers re-open.</li> </ul>
<ul style="list-style-type: none"> <li>• When requesting resources from private sector partners, begin the request using the jurisdiction’s regular, established emergency resource request methods and documentation process.</li> </ul>
<ul style="list-style-type: none"> <li>• When requesting resources directly from the private sector, confirm the following:             <ul style="list-style-type: none"> <li>✓ Is the resource being donated to the jurisdiction by a private sector partner? <i>If yes, ensure that both the jurisdiction and the company complete the appropriate procedures and documentation.</i></li> <li>✓ Is the resource the jurisdiction is procuring from the private sector partner? <i>If yes, ensure the jurisdiction completes all appropriate procurement procedures and documentation.</i></li> </ul> </li> </ul>

## Appendix A: Just-in-time Situational Awareness of Industry Partner Operational Status

To restore the flow of private sector capacity to your jurisdiction, you should track the operational status and the operational needs for key nodes and links within the distribution network. Emergency managers can use this just-in-time questionnaire to obtain and monitor disaster-related impacts and operational status for key sectors.

If housed on an incident management platform, such as WebEOC, private sector partners can update status reports daily during response operations. Establishing the process for data collection from private sector partners before an incident will streamline this process during disaster operations.

Emergency managers should modify this questionnaire as determined appropriate in coordination with industry partners to ensure that all relevant information is being shared.



## Suggested Questionnaire to Track Industry Partner Operational Status

Facility Name	
Facility Address	
Facility Address Line 2	
City, State, Zip	
<b>For Distribution Centers</b>	
Type of Distribution Center	
Local Retailers Supplied by Distribution Center	
Any unresolved supply transportation issues to the distribution center?	
<b>For Stores</b>	
Type of Retailer	
Any unresolved supply transportation issues to the retail location?	
<b>For all Facilities</b>	
Facility Status	<input type="checkbox"/> Fully Operational <input type="checkbox"/> Partially Operational <input type="checkbox"/> Non-Operational
Full Capacity (Inventory, Delivery Volume, etc.)	
Current operations as estimated percentage of full capacity.	
Percent of employees available	
If partially operational, please list services currently being provided:	
Any public health considerations?	

Continued For Facilities	Component	Y/N/NA	If yes...then
Facility has lost (select all that apply):	<input type="checkbox"/> Power	If checked, is facility using backup? Y/N/NA	If yes, how long will back up last?
	<input type="checkbox"/> Internet	If checked, is facility using backup? Y/N/NA	If yes, how long will back up last?
	<input type="checkbox"/> Communications/Landline	If checked, is facility using backup? Y/N/NA	If yes, how long will back up last?
	<input type="checkbox"/> Water	If checked, is facility using backup? Y/N/NA	If yes, how long will back up last?
	<input type="checkbox"/> Wastewater	If checked, is facility using backup? Y/N/NA	If yes, how long will back up last?

Continued For Facilities	Component	Y/N/NA	If yes...then
	<input type="checkbox"/> Natural Gas	If checked, is facility using backup? Y/N/NA	If yes, how long will back up last?
	<input type="checkbox"/> Steam	If checked, is facility using backup? Y/N/NA	If yes, how long will back up last?

## Appendix B: Temporary Waivers to Government Regulations and Requirements

During disasters, the most effective means of restoring the flow of significant private sector capacity is often temporary waivers of current local/state/federal regulations, ordinances, and policies. While these requirements and restrictions serve a useful purpose in blue skies, these same requirements constrict the abilities of the private sector to restore flow to the area.

Understanding these regulations and knowing the process to request or issue temporary waivers provides a critical set of tools to help restore private sector lifeline flows. We encourage emergency managers to discuss these waivers with private sector partners to understand their most critical needs and document the necessary steps, at the appropriate level of government, and to help expedite the issuance of temporary or one-time waivers issued.

The list of waivers included here is a starting point and is not meant to be exhaustive. Note that restrictions can vary by state, local, tribal, or territorial jurisdictions. When working with the private sector in disasters, it will be important to research and understand the range of waivers in effect and how they may differ across local, state, or tribal lines. For example, in a disaster, trucks loaded primarily with bottled water destined for the disaster area will likely exceed ordinary weight limits. The truck driver travelling across state lines to transport the bottled water will need to know whether a waiver on weight restrictions is in place for each state they pass through. These resources provide useful information on waivers:

- [American Petroleum Institute Oil and Natural Gas Industry Preparedness Handbook](#)
- [United States Department of Transportation: Transportation Emergency Response Fact Sheet](#)

### Sample considerations for temporary waivers.

Waiver or Initiative to Restore Flow	Issuer Type	Issuer
Transportation Weight Limit Waivers	Federal and State	Federal Motor Carrier Safety Administration (FMCSA)
Hours of Service Waivers	Federal and State	Federal Motor Carrier Safety Administration (FMCSA)
Waiver of Commercial Driver License (CDL) Endorsements	Federal	Federal Motor Carrier Safety Administration (FMCSA)
Toll Waiver	State	State Departments of Transportation
Access Credentials for Entry/Reentry Restrictions	State and Local Jurisdictions	Varied
Curfew Waivers	Local Jurisdictions	Varied

# Restoring Flow: Strategies for Operational Change

Local Ordinances – Commercial Vehicles	Local Jurisdictions	Varied
Local Ordinances – Public Health	Local Jurisdictions	Public Health Departments
Medical Oxygen Delivery Requirements	Federal	US Dept of Transportation, US Food and Drug Administration
Jones Act Waiver	Federal	DHS/Maritime Administration/Secretary of Defense

## Transportation Weight Limit Waivers

### Waiver Benefits

Federal law controls maximum gross vehicle weights and axle loads on the Interstate System. States also have laws that control maximum gross vehicle sizes and weights on non-Interstate roads which may differ from federal limits. Weight restriction waivers (permits) allow trucks to carry more weight than regularly permitted to ship commodities to disaster-affected areas. Companies transporting goods must understand the specific limits imposed and lifted in each state as applicable, in addition to federal weight limit waiver parameters. Food trucks may need to come from several states away so considering a regional or multi-state approach to weight wavers is key. For more information on US Department of Transportation guidance on weight restrictions, see the USDOT resource [Questions and Answers About Vehicle Size and Weight](#), and the [associated section of the Code of Federal Regulations](#).

### Responsible Agency/Jurisdiction

Federal weight restriction laws fall under the responsibility of the Federal Motor Carrier Safety Administration (FMCSA), a component of DOT. At the state level, weight restriction waivers fall under the state Department of Transportation or other respective state authority. Waivers are typically issued in the form of permits at the state level. Some states use legislative or “grandfather” provisions to allow additional weight for interstate travel. State weight restriction relaxations are not blanket provisions – motor carriers must receive the proper permit/permission to travel through each state on their route to the disaster-affected area.

For more information on the state “grandfather” provisions, see the resource [Compilation of Existing State Truck Size and Weight Limit Laws](#) from the Federal Highway Administration.

### Public Sector Action

It is the responsibility of the motor carrier to ensure permits being requested are appropriate for states being traveled. The motor carrier company must contact each state’s Department of Transportation or other designated state authority for the proper permits.

Jurisdictions should communicate with private sector partners their knowledge of weight wavers in affect and advocate with their state and adjoining states to issue weight wavers promptly.

### Request Timeframe (Start/Stop)

During a State of Emergency declaration, States normally put a process in place to expedite the permitting process. For events where there is advance notice (e.g. hurricanes) issuing weight wavers in advance of the event can allow food and fuel transportation to surge resources into the affected area.

### Supplemental References

- [United States Department of Transportation: Transportation Emergency Response Fact Sheet](#)
- [State of Alabama: State of Emergency Proclamation from Governor](#)
- [State of Illinois: Load Size and Weight Waiver](#)

## Hours of Service Waivers

### Waiver Benefits

Hours of Service waivers enable trucks carrying commodities to disaster-affected areas to operate on the roadways for longer than usual. These exemptions or waivers go into effect when the President of the United States, a state Governor, or local government official issues a declaration of emergency (as defined in 49 CFR 390.5). Please note that USDOT guidance interprets “emergency” as including both major disasters and emergencies declared under the Stafford Act (42 U.S.C. 5121 et seq).

For more information, see the Department of Transportation document [Transportation Emergency Response Fact Sheet](#)

### Responsible Agency/Jurisdiction: Federal Motor Carrier Safety Administration

This waiver normally falls under the responsibility of the Federal Motor Carrier Safety Administration (FMCSA), a subcomponent of USDOT. State and local governments may issue their own Hours of Service waivers additionally upon a State of Emergency declaration.

### Public Sector Action

Emergency management and other coordinating agencies should communicate updates regarding waivers at the local, state, and federal level to private sector partners as part of regular information updates.

FMCSA has established a toll-free hotline number for questions about FMCSA regulations during a declared disaster: 1-877-831-2250. A list of active waivers can be found at <https://www.fmcsa.dot.gov/emergency-declarations#by-State>.

### Request Timeframe (Start/Stop)

The Federal and State issued FMCSA Hours of Service Waiver lasts 30 days from disaster declaration or may be extended as necessary. Local jurisdiction waivers last 5 days.

### Supplemental References

- [United States Department of Transportation: Transportation Emergency Response Fact Sheet](#)

### Examples

- [State of Indiana: Executive Order for Waiver of Hours of Service Regulations](#)
- [State of Tennessee: Executive Order for Waiver of Hours of Service Regulations](#)
- [State of New York: State Department of Transportation Hours of Service Waiver](#)

## Waiver of Commercial Driver License (CDL) Endorsements

### Waiver Benefits

Commercial Driver's License (CDL) endorsements indicate truck drivers that have skill specializations that allow them to operate specific vehicles, such as double or triple trailers, fuel, and other hazardous materials. During federally declared disasters, FMCSA may grant a waiver from certain regulations applicable to interstate and intrastate CDL and commercial learner's permit (CLP) holders and to other interstate drivers operating commercial motor vehicles (CMVs).

### Responsible Agency/Jurisdiction

Waivers related to CDL endorsements are the responsibility of FMCSA.

### Public Sector Action

Jurisdictions should listen to private sector partners for issues related to truck driver shortages and elevate those to the state level to support FMCSA action. Jurisdictions should monitor for FMCSA waivers and communicate those to private sector partners.

### Request Timeframe (Start/Stop)

The CDL Endorsement waiver would be issued upon a federal disaster declaration and would typically last 60 days, or upon revocation or extension.

### Supplemental References

- [Federal Motor Carrier Safety Administration: Waiver in Response to the COVID-19 National Emergency](#)

<b>Toll Waiver</b>
<b>Waiver Benefits</b>
Toll waivers speed transport of commodities by suspending toll payment collections for evacuation/reentry, emergency vehicles, and trucks delivering commodities to affected areas.
<b>Responsible Agency/Jurisdiction</b>
State Department of Transportation of the relevant state toll authority are generally responsible for issuing toll waivers. Toll waivers are not automatic, and the geographic area covered by the waiver is considered on a case-by-case basis.
<b>Public Sector Action</b>
Every state will vary in their process to issue toll waivers, though a declared state of emergency will typically be in place when toll waivers are issued. Your state Department of Transportation or toll authority would be the best resource to advise on the specific process of waiving tolls for emergency response and commodity transportation during a disaster.
<b>Request Timeframe (Start/Stop)</b>
Check with state Department of Transportation or toll authority. The waiver is generally issued when a state declares a State of Emergency and may expire at a specified date barring revocation or extension of the waiver.
<b>Supplemental References</b>
<ul style="list-style-type: none"><li>• <a href="#">State of Louisiana: Weight Restriction Waiver &amp; Toll Waiver</a></li><li>• <a href="#">State of North Carolina: Toll Suspension and Waiver</a></li></ul>

## Access Credentials for Entry/Reentry Restrictions

### Waiver Benefits

During/after a disaster, local jurisdictions may limit travel in areas under threat to protect the public. These jurisdictions should consider granting essential worker designation for Supply Chain workers including truck drivers, grocery retail workers, distribution center workers – especially selectors that create the pallets for delivery.

### Responsible Agency/Jurisdiction

Local jurisdictional authorities, or state governments in certain cases, are responsible for granting access for reentry into restricted areas for essential personnel and industry workers. Authorities can vary by jurisdiction and will typically be advised by law enforcement and/or emergency management officials.

### Public Sector Action

State or local jurisdictional authorities may issue an executive order or resolution waiving access restrictions for essential workers and personnel, though the specific method of issuing this waiver may vary by jurisdiction.

During an evacuation mandate, the jurisdiction should communicate with industry partners to relay specific information regarding credentialing requirements, such as employee/company identification and provide a digital copy of the waiver. Industry personnel needing access to reenter restricted areas will include retail employees, distribution facility employees, and commercial truck drivers delivering shipments. The specific documentation required to waive access restrictions for essential workers will be vary by jurisdiction.

### Request Timeframe (Start/Stop)

The waiver will typically be issued after a local state of emergency declaration, evacuation mandate, and/or reentry restrictions have been instated. The waiver will be applicable for a timeframe determined by the jurisdiction.

### Supplemental References

- [Federal Emergency Management Agency- National Incident Management System](#)
- [Harris County, Texas: Industry Essential Personnel Credentialling and Reentry System \(IEPCRS\)](#)
- [State of Connecticut: Statewide Credentialling](#)
- [Bay County, Florida: Post-Disaster Re-Entry](#)

### Additional Considerations

Several states including **Georgia, North Carolina, South Carolina, Washington** have implemented reentry access processes where businesses apply for credentialing through the state during blue skies in preparation for disaster-related access restrictions.



<b>Curfew Waivers</b>
<b>Waiver Benefits</b>
Local jurisdictions implement curfews for public safety in hazardous areas before, during, and after disasters. Curfew waivers allow trucks carrying commodities, as well as industry personnel to travel into restricted areas past the curfew to continue essential business such as stocking commodities and keeping retailers on-line.
<b>Responsible Agency/Jurisdiction</b>
Curfews and curfew waivers fall under local jurisdictional responsibility.
<b>Public Sector Action</b>
Jurisdictions should communicate curfews and discuss the need for curfew waivers with private sector partners as part of regular informational updates.
<b>Request Timeframe (Start/Stop)</b>
Curfews may be issued at the jurisdiction's discretion given safety concerns. Curfews will typically be implemented after a local State of Emergency has been issued.
<b>Supplemental References</b>
<ul style="list-style-type: none"><li>• <a href="#">City of Oakland, California: Curfew Order</a></li><li>• <a href="#">Broward County, Florida: Curfew Order</a></li><li>• <a href="#">Broward County, Florida: Amended Curfew Order</a></li><li>• <a href="#">Miami-Dade County, Florida: Emergency Order</a></li></ul>

<b>Local Ordinances – Commercial Vehicles</b>
<b>Waiver Benefits</b>
Local ordinances protect neighborhoods from safety and/or nuisance concerns on a regular basis. Retail companies and distribution centers should be familiar with local ordinances as standard business practice. Local ordinances pertaining to commercial transportation of commodities can be waived during a disaster. These ordinances can include: <ul style="list-style-type: none"><li>• Class of Vehicle in Residential Area</li><li>• Noise Restrictions</li><li>• Neighborhood Nighttime Delivery Restrictions</li></ul>
<b>Responsible Agency/Jurisdiction</b>
Waivers for local ordinances are issued by the local jurisdiction which neighborhoods applicable to the ordinance fall under.
<b>Public Sector Action</b>
Jurisdictions should communicate with private sector partners regularly regarding local ordinance waivers pertaining to commercial transportation.
<b>Request Timeframe (Start/Stop)</b>
Local ordinances will be waived at the jurisdiction’s discretion, often after a Local State of Emergency has been declared.
<b>Supplemental References</b>
<ul style="list-style-type: none"><li>• <a href="#">Savannah, Georgia: Local Ordinances Waiver</a></li><li>• <a href="#">Mobile, Alabama: Noise Ordinance Waiver Application</a></li><li>• <a href="#">State of California: Legal Basis for Truck Restrictions</a></li></ul>
<b>Additional Considerations</b>
Other types of local actions include travel restriction for a variety of public safety reasons. Reasons for restricting travel to certain localities include protests, community events, weather emergencies, and manmade emergencies.

## Local Ordinances – Public Health

### Waiver Benefits

Local ordinances protect communities from public health concerns, particularly considerations such as water, air, or foodborne illnesses. Retailers involved in food retail should closely monitor local public health ordinances. These ordinances may include boiled water notices if contamination is suspected/public water infrastructure is compromised, as well as food temperature regulation to mitigate illness.

### Responsible Agency/Jurisdiction

For public health ordinances, the specific responsible agency may be the local public health department. The agency should thoroughly communicate the necessary steps to fully adhere to public health notices put in place during a disaster.

### Public Sector Action

Jurisdictions should communicate with private sector partners regularly regarding local public health ordinances to ensure awareness and compliance.

### Request Timeframe (Start/Stop)

Public health ordinances protect the health of the population and are therefore always in place.

### Supplemental References

- [McHenry County, Illinois: Public Health Ordinances](#)
- [Columbia, Missouri: Public Health Ordinances](#)

## Oxygen Delivery Requirements

### Waiver Benefits

Weight and distance limits exist for the transportation of medical oxygen. These restrictions are in place to maintain the safety and integrity of the oxygen cylinders. Medical oxygen (or oxygen USP) is considered both a hazardous material by the U.S. Department of Transportation (DOT) and a prescription drug regulated by the U.S. Food and Drug Administration (FDA). The DOT considers it a hazardous material because it is delivered to the patient in a vehicle as a gaseous or liquid state. Transporting medical oxygen requires a permit.

### Responsible Agency/Jurisdiction

Oxygen delivery permit requirements are enforced by the U.S. Department of Transportation and Food and Drug Administration.

### Public Sector Action

Local jurisdictions should monitor local public health agency for issues with oxygen supply. Local jurisdictions should also regularly communicate U.S. DOT and FDA updates for oxygen delivery permit waivers to applicable private sector partners.

### Request Timeframe (Start/Stop)

Oxygen delivery permit waivers would be issued after a federal disaster declaration and would continue for a duration determined by the U.S. DOT/FDA.

### Supplemental References

- [State of Texas: Guidelines for Safe Transportation of Medical Oxygen](#)
- [HomeCare Magazine: DOT Regulations for Transporting Oxygen Cylinders](#)

## Jones Act Waiver

### Waiver Benefits

The Jones Act is a Merchant Marine Act requiring all goods transported by water between U.S. points be carried on US-flag, coastwise-qualified ships. Requests to waive Jones Act requirements occur on a case-by-case basis and would be initiated during a disaster if availability of U.S.-qualified flagships are limited. More information on this topic can be found at the [US Customs and Border Protection Website for Requests to Waive Navigation Laws \(Jones Act Waiver Request\)](#) and [Jones Act Guidance](#).

### Responsible Agency/Jurisdiction

US Customs and Border Patrol, a component of the Department of Homeland Security, processes all requests to waive the Jones Act. The Jones Act, can be waived by the Secretary of Homeland Security only if the transportation requested must be “necessary in the interest of national defense,” and the Maritime Administration at the US Department of Transportation has confirmed that there are no coastwise-qualified vessels available to conduct the transportation.

### Public Sector Action

Guidance related to public sector action can be found at the [US Customs and Border Protection Website for Requests to Waive Navigation Laws \(Jones Act Waiver Request\)](#) and [Jones Act Guidance](#).

### Request Timeframe (Start/Stop)

Except for national security waivers requested by the Secretary of Defense, Jones Act waivers are reviewed on a case-by-case basis. Discretionary waivers are reviewed on an individual shipment-by-shipment basis

### Supplemental References

- [Holland & Knight Law Firm: Editorial on Jones Act Waivers Following Natural Disasters](#)
- [Department of Homeland Security: Jones Act Waiver for Hurricanes Harvey and Irma](#)
- [United States Department of Transportation: Transportation Emergency Response Fact Sheet](#)
- [Department of Transportation Maritime Administration: Domestic Shipping](#)

## Appendix C: References and Resources

Note: Titles are hyperlinked to online locations. Please contact [FEMA-TARequest@fema.dhs.gov](mailto:FEMA-TARequest@fema.dhs.gov) if links are no longer accurate.

### Tools and Data Sets to understand your community and the supply chains that serve it.

[FEMA Resilience Analysis and Planning Tool \(RAPT\)](#). *The Resilience Analysis and Planning Tool gives everyone access to powerful data and GIS analysis tools that can help everyone understand their community. RAPT includes over 100 preloaded layers including community resilience indicators, demographic data, infrastructure data, and data on weather, hazards, and risk. The RAPT Resource Center includes in depth user guides, video tutorials, and links to RAPT data sources.*

[U.S. Department of Agriculture Food Access Research Atlas- Includes data layers for Food Deserts](#). *This atlas allows users to explore food access including areas of low income, low access to supermarkets, and low access to vehicles.*

[FEWSION supply chain analysis tool](#). *This tool provides real-life data to map the vulnerabilities and environmental footprints of supply chains as well as their resilience. The website includes several reports highlighting the interconnectedness of supply chains across the country and globe, as well as a dashboard that allows you to explore the incoming and outgoing resource dependencies by state.*

[PolicyMap](#). *This GIS dashboard provides a wide range of data layers including demographic, economic, housing, education, and others. While paid subscriptions are available for advanced features, many of these layers are available for free.*

[Fuel Relief Fund Deployment Tracker](#). *Fuel Relief Fund collects data during emergency response deployments to gauge our impact and continuously improve our ability to serve beneficiaries. As FRF receives information from the response team, the Operations Dashboard is updated in near real-time.*

### Reports and Guidance

[Congressional Research Service- FEMA's Role in Logistics Management for Disaster Response](#). *Outlines topics including the National Response Framework, Emergency Support Functions, FEMA's logistical management operations, and private sector integration.*

[FEMA Guidance Documents](#). *Documents to help the public understand how the agency administers its statutory and regulatory authorities and to support state, local, tribal, territorial implementation.*

- [Supply Chain Resilience Guide, April 2019](#)
- [Building Private-Public Partnerships, July 2021](#)
- [Business Emergency Operations Center Guide for Private-Public Partnerships \(DRAFT\), September 2023](#)

# Restoring Flow: Strategies for Operational Change

**FEMA Prep Talks.** PrepTalks are given by subject-matter experts and thought leaders to spread new ideas, spark conversation and promote innovative leadership for the issues confronting emergency managers. PrepTalk speaker pages include the video and supporting materials to assist emergency managers and the whole community with planning.

- [Kate Konschnik - "Left in the Dark: Power Outages in an Interconnected World"](#)
- [Dr. Jarrod Goentzel - "Aligning Public and Private Supply Chains for Disaster Response"](#)
- [Dr. Yossi Sheffi - "Private Sector Resilience: It Is All In The Supply Chain"](#)

**FEMA Independent Study Course 238: Critical Concepts of Supply Chain Flow and Resilience.** This two-hour course covers the lessons learned from the 2017 hurricane season, with the effort of improving post-disaster supply chain management to strengthen understanding of local supply chain dynamics; improve information-sharing and coordination among public and private stakeholders; and provide state, local, tribal and territorial emergency managers with the knowledge of potential and experienced post-disaster supply chain disruptions, management efforts, and best practices. [IS 238 Course](#)

**National Academies Reports: Emergency Preparedness / Disaster Management Collection.** This collection of reports provides guidelines and targeted resources for all stakeholders in a disaster response, including state and local governments, emergency medical services and health care centers. These reports also examine the improvement of emergency services in rural communities and recommends post-disaster public engagement practices.

- [Strengthening Post-Hurricane Supply Chain Resilience, 2020](#)
- [Transporting Freight in Emergencies: A Guide on Special Permits and Weight Requirements, 2024](#)
- [Freight Transportation Resilience in Response to Supply Chain Disruptions, 2019](#)

**U.S. Department of Transportation - Federal Highway Administration-** These are a series of guidance documents and resources related to freight and highway operations.

- [Department of Transportation Emergency Preparedness, Response, and Recovery Information](#)
- [Transportation Emergency Response Factsheet- USDOT Regulator Regulatory Relief](#)
- [Truck Parking Development Handbook](#)
- [National Highway Freight Network Individual State Maps and Tables](#)

**Supply Chain Assessment of the Transportation Industrial Base: Freight and Logistics-** This is a review of the transportation and logistics industrial base in the U.S., developed in response to the Covid-19 pandemic.

**The Role of Groceries in Response to Catastrophes- Philip Palin-** This document provides a deep dive into grocery supply chains, and the unique challenge private sectors face during and after events.

**New York City Emergency Management Supply Chain Disruption Tabletop Exercise.** This is an open access tabletop exercise document, developed by New York City Emergency Management, based on a fictional supply chain disruption. This is meant to provide a template when designing similar exercises.

## Website Resources

[Supply Chain Resilience Playbook and supporting materials- Bay Area Urban Areas Security Initiative](#)- This set of documents was intended to support preparation for, response to, and recovery from incidents impacting food and water supply chains in the San Francisco Bay Area region with the goals of saving and sustaining lives, stabilizing incidents, and recovering as rapidly as is reasonable.

[FEMA Community Lifelines](#). FEMA created Community Lifelines to reframe incident information, understand and communicate incident impacts using plain language, and promote unity of effort across the whole community to prioritize efforts to stabilize the lifelines during incident response.

[U.S. Energy Information Administration Glossary](#). Glossary of terms used by the energy sector.

[U.S. Energy Information Administration](#). This group collects, analyzes, and energy information to promote sound policymaking, efficient markets, and public understanding of energy and its interaction with the economy and the environment.

[Petroleum Administration and Defense Districts](#). An explanation of the PADD regions, geographic aggregations of the 50 States and the District of Columbia into five districts, that allow data users to analyze patterns of crude oil and petroleum product movements throughout the nation.

[American Fuel & Petrochemical Manufacturers](#). Trade association representing the fuels and petrochemicals in the United States.

[Massachusetts Institute of Technology Humanitarian Supply Chain Lab](#). Research lab focused on understanding and improving the supply chain systems behind public services and private markets to meet human needs.