



# San Francisco Bay Area Regional Emergency Coordination Plan



## RECP Logistics Subsidiary Plan



Prepared by

Governor's Office of Emergency Services  
Cities of Oakland, San Francisco, and San Jose  
Counties of Alameda, Contra Costa, Marin, Napa, San Mateo  
Santa Clara, Santa Cruz, Solano, and Sonoma



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## Foreword

The San Francisco Bay Area is highly vulnerable to both natural hazards and human-caused disasters, such as earthquakes, fires, industrial accidents, and terrorist incidents. Because the Bay Area is home to nearly seven million residents, major components of the U.S. economy, and vital air, sea, and ground transportation links, the effects of a significant disaster in the Bay Area would extend throughout the State of California and across the nation. Given this vulnerability, the State of California and local governments throughout the Bay Area have made significant investments in the planning and resources necessary to respond to natural and human-caused emergencies and disasters. Such events, however, will likely exceed the emergency response capabilities of individual jurisdictions in the Bay Area, and a multijurisdictional regional response will be necessary. Moreover, the nationwide effort to improve preparedness at all levels of government, as embodied in the National Preparedness Goal, emphasizes the importance of regional response. Consequently, the State of California Governor's Office of Emergency Services and its local government partners developed the Bay Area Regional Emergency Coordination Plan to provide a framework for collaboration and coordination during regional events.

The Regional Emergency Coordination Plan (RECP) was prepared in accordance with national and state emergency management systems and plans, in particular, the National Incident Management System, the Standardized Emergency Management System, the Master Mutual Aid Agreement, the California State Emergency Plan, and relevant mutual aid plans. The Regional Emergency Coordination Plan does not supersede or exclude any of these concepts or plans; rather, it places them in the context of a response to an event in the Bay Area, during which time the Regional Emergency Operations Center is activated.

The Regional Emergency Coordination Plan builds on California's existing Standardized Emergency Management System, through better definition of regional components of that system, including coordination across disciplines and levels of government, resource sharing, and regional decision-making. It also incorporates elements that previously have not been addressed in detail at the regional level under the Standardized Emergency Management System. A suite of documents, the Regional Emergency Coordination Plan comprises a Base Plan and the following nine subsidiary plans that address detailed elements for specific disciplines and operational activities:

- RECP Care and Shelter Subsidiary Plan
- RECP Communications Subsidiary Plan
- RECP Fire and Rescue Subsidiary Plan





- RECP Hazardous Materials Subsidiary Plan
- RECP Law Enforcement and Coroner/Medical Examiner Subsidiary Plan
- RECP Logistics Subsidiary Plan
- RECP Medical and Health Subsidiary Plan
- RECP Recovery Subsidiary Plan
- RECP Transportation Subsidiary Plan.

Development of the Regional Emergency Coordination Plan was a collaborative effort among the Governor's Office of Emergency Services, Coastal Region; the cities of Oakland, San Francisco, and San Jose; and the Operational Area lead agencies for the ten Bay Area counties, as described in Section 1. Over two hundred other local, regional, state, Federal, and non-governmental organizations also participated in the process to develop the plan and its subsidiary components.

Preparation of the Regional Emergency Coordination Plan was supported by a grant from the U.S. Department of Homeland Security Urban Area Security Initiative. This program provides metropolitan areas with funding for regional planning, equipment, training, and exercises to prepare for critical incident response.

The Governor's Office of Emergency Services (OES), Coastal Region will maintain the Regional Emergency Coordination Plan and is responsible for all future revisions and modifications. Additional plans and tools that are developed at the regional level, including products using future U.S. Department of Homeland Security grants, will be incorporated into the Regional Emergency Coordination Plan, as appropriate.

A note about a special design element in the suite of documents that comprise the Bay Area Regional Emergency Coordination Plan: the Base Plan and each subsidiary plan has a corresponding icon, which in the electronic version of each document, serves as a hyperlink. Clicking on the icons located on each page along the right- and left-hand columns will bring the reader directly to that plan.

# Acknowledgments

The Regional Emergency Coordination Plan is a product of the collaborative efforts of the Governor’s Office of Emergency Services Coastal Region; the cities of Oakland, San Francisco, and San Jose; and the Operational Area lead agencies for the counties of Alameda, Contra Costa, Marin, Napa, San Mateo, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano, and Sonoma. The Federal Emergency Management Agency also contributed to this effort.

The RECP Logistics Subsidiary Plan was prepared by URS Corporation with consultant support from Mr. Terry Gitlin and stakeholder management support from CirclePoint.





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# Section 1 | RECP Logistics Subsidiary Plan Introduction



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# Section 1 – Introduction

## PURPOSE

The Regional Emergency Coordination Plan (RECP) provides an all-hazards framework for collaboration among responsible entities and coordination during emergencies in the San Francisco Bay Area. The Logistics Subsidiary Plan describes the general approach of the Governor's Office of Emergency Services (OES) and other entities in coordinating the influx of out-of-region and out-of-state resources and commodities that can be expected following a catastrophic incident such as a major earthquake.

The RECP does not replace existing emergency response systems. Rather, it builds on the Standardized Emergency Management System (SEMS) and the California State Emergency Plan, to provide methods for cooperation among Operational Areas and OES Coastal Region.<sup>1</sup> The RECP complies with the requirements of the National Incident Management System (NIMS), and is consistent with the National Preparedness Goal.

## SCOPE AND APPLICABILITY

The RECP was developed for OES Coastal Region, which encompasses the sixteen counties identified below and illustrated on Figure 1 below. Ten of these counties (marked with \*) supported the development of the RECP through collaboration with OES Coastal Region and the three Bay Area Urban Area Security Initiative cities (Oakland, San Francisco, and San Jose).

- Alameda\*
- Contra Costa\*
- Del Norte
- Humboldt
- Lake
- Marin\*
- Mendocino
- Monterey
- Napa\*
- San Benito
- San Francisco\*
- San Mateo\*
- Santa Clara\*
- Santa Cruz\*
- Solano\*
- Sonoma\*

It is recognized that during the response to an actual disaster, the scope of coordination for logistics may encompass other counties in the Coastal Region; or include counties from other OES regions.

The RECP Logistics Subsidiary Plan:

- Outlines regional coordination among Operational Areas, the Regional Emergency Operations Center (REOC), and the State Operations Center (SOC) during an incident in the Bay Area

<sup>1</sup> OES Coastal Region is an administrative region under OES that incorporates, and is responsible for, sixteen counties in and around the San Francisco Bay Area.





when one or more Operational Areas are affected and the REOC is activated; the President declares an emergency or major disaster; and the Federal Government deploys significant resources and commodities to the region

- Addresses the issues associated with the receipt and distribution of Federal commodities during such incidents, including supplies to sustain the population, as well as supplies distributed for medical and public health purposes.

The RECP Logistics Subsidiary Plan does not address:

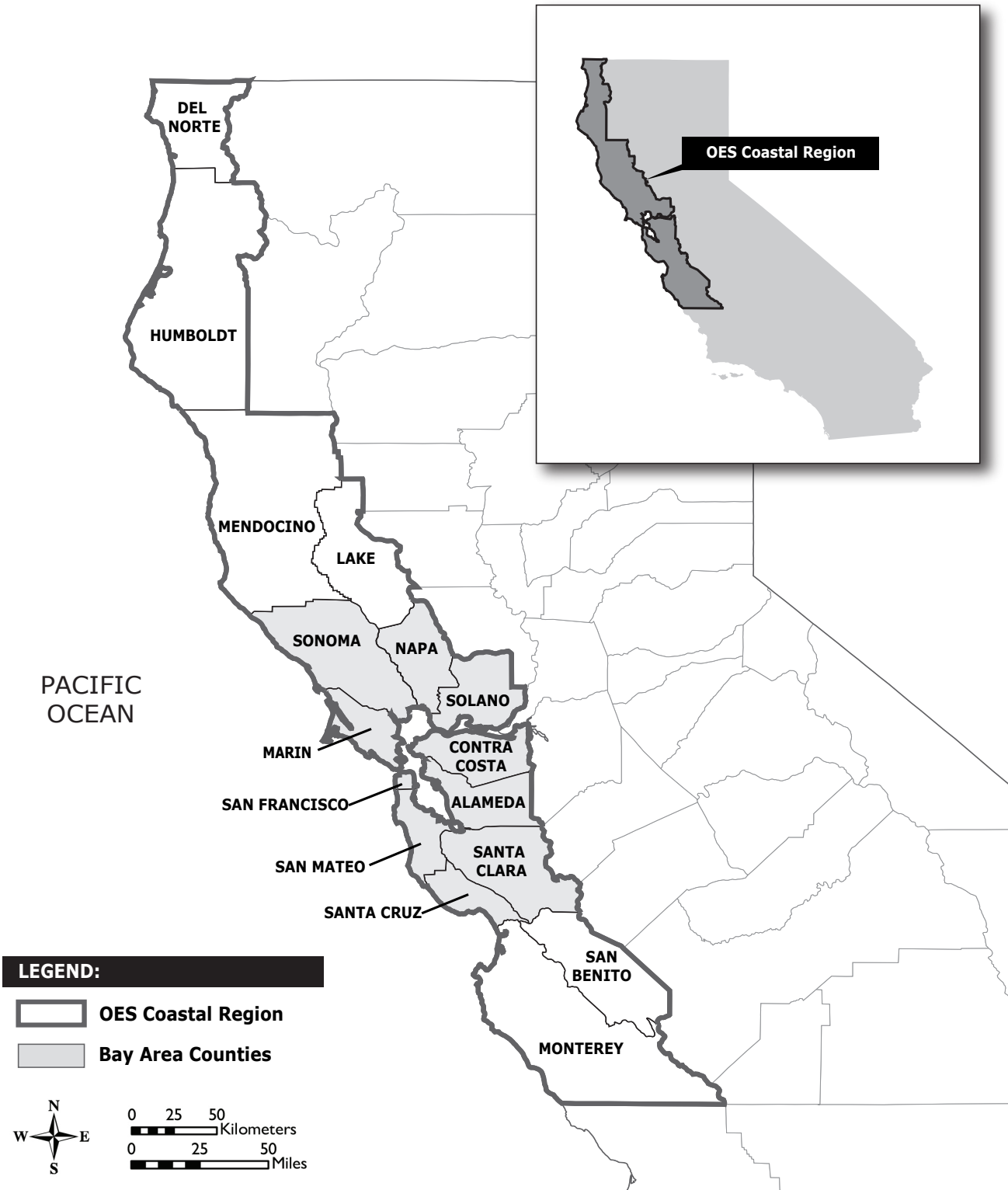
- Day-to-day emergencies
- Logistics support for response operations, such as the response to a wildfire
- Specific logistical considerations for state and Federal response teams, such as Urban Search & Rescue Teams, Disaster Medical Assistance Teams, and Disaster Mortuary Operational Response Teams.

### **AUTHORITIES, REQUIREMENTS, AND REGULATIONS**

Refer to the RECP Base Plan for a general description of authorities and regulations that apply to the RECP and its subsidiary plans.

### **PLAN DEVELOPMENT AND MAINTENANCE**

OES Coastal Region is responsible for the maintenance, revision, and distribution of the RECP and its subsidiary plans. In coordination with the Mutual Aid Regional Advisory Committee, OES Coastal Region will assess the need for revisions annually. Refer to the RECP Base Plan for further details regarding plan development and maintenance.



**Figure 1**  
OES Coastal Region and Bay Area Counties



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## Section 2 | RECP Logistics Subsidiary Plan Assumptions and Considerations



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## Section 2 – Assumptions and Considerations

In addition to the assumptions presented in the RECP Base Plan, the RECP Logistics Subsidiary Plan is based on the following assumptions:

- The incident is of such magnitude that the Governor declares a State of Emergency; the President declares an emergency or major disaster; and significant out-of-region and out-of-state resources and commodities, including resources and commodities provided by the Federal Government, are necessary for the response.
- The Federal Emergency Management Agency (FEMA) mobilizes Federal resources and commodities immediately, in anticipation of state requests for support.
- Federal commodities can be pushed for delivery within 12 hours after an incident.
- Coordination of requests for resources and commodities, from local governments and Operational Areas through the REOC and SOC to the Federal Government, are conducted in accordance with SEMS.
- Resource management, movement, and distribution are conducted according to principles of the Incident Command System, in accordance with SEMS and NIMS.
- In addition to resources and commodities provided by local, state, and Federal governments:
  - Voluntary agencies, such as the American Red Cross (ARC), and other non-governmental, community-based, and private sector organizations mobilize commodities for the response. These organizations are responsible for logistics and distribution of their respective commodities.
  - Private sector entities donate large quantities of critical commodities that can be incorporated into the system of distribution.
  - Spontaneous donations of clothing and personal items are significant, but are not generally incorporated into the system of distribution.





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## Section 3 | RECP Logistics Subsidiary Plan Roles and Responsibilities



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## Section 3 – Roles and Responsibilities

This section describes the roles and responsibilities of relevant levels of government for the establishment of systems to supply and distribute commodities and other resources.

### FIELD LEVEL

In accordance with SEMS and NIMS, the management of an incident occurs at the lowest level possible. The Incident Command coordinates the support needs for the response to the incident, such as ordering resources and providing facilities, transportation, supplies, equipment maintenance and fuel, food service, communications, and medical services for incident personnel.

### LOCAL GOVERNMENTS AND OPERATIONAL AREAS

Local government and Operational Area Emergency Operations Centers (EOCs) coordinate support for field-level Incident Command, including provision of resources, commodities, and logistical support for incident response operations, care and shelter, mass feeding, and sustaining the general population. As described in the RECP Base Plan, the Operational Area EOC:

- Provides the REOC with situation status, including status of affected populations, shelters, available resources and commodities, and transportation systems
- Works with the REOC to request additional resources and commodities, if those within the Operational Area are exhausted.

Working with local governments, the Operational Area also coordinates the establishment of the system for receiving, staging, and distribution of commodities. This may include receiving centers, storage facilities, staging areas, and Points of Distribution (PODs) for commodities and donated goods received from non-governmental organizations, the private sector, state agencies, and FEMA. Local governments and the Operational Area are responsible for the establishment, management, and operation of these sites, as described in Section 4. If the local government or Operational Area cannot provide resources for the management and operation of these facilities, they may request support through the REOC.

Responsibilities related specifically to medical and public health resources and commodities are similar. As described in the RECP Medical and Health Subsidiary Plan, the Medical Health Operational Area Coordinator (MHOAC) is responsible for assessing the needs for medical resources and commodities within the Operational Area and requesting support for shortfalls through the Regional Disaster Medical Health Coordinator (RDMHC) and the REOC. The local governments





and Operational Area are responsible for establishment of the system for receiving, staging, and distributing commodities, such as pharmaceuticals to be distributed to the general public.

### REGIONAL EMERGENCY OPERATIONS CENTER

As described in the RECP Base Plan, the REOC coordinates resource requests from the affected Operational Areas with other Operational Areas in the region, state agencies, and the SOC. The REOC:

- Works with the Operational Areas to identify requirements for commodities and resources to support commodity distribution operations
- Works with the Operational Areas to identify appropriate locations for staging areas and other facilities
- Coordinates in-bound commodities with the Operational Areas to ensure that these commodities are supported appropriately.
- Obtains the necessary personal, equipment, and sites to assist the Operational Areas with logistics, by mission tasking state agencies or other means.

Depending on the severity of the incident and the volume of anticipated state and Federal commodities, the REOC may deploy liaisons to the Operational Area EOCs, in collaboration with Federal Government representatives, to ensure that deployed commodities are supported logistically, arrive as requested, and are sufficient to meet requirements.

### STATE LEVEL

#### State Operations Center

As described in the RECP Base Plan, the SOC is responsible for providing resources when they cannot be provided at the regional level. The SOC may request resources from other regions within the state, from state agencies, from other states — either through state-to-state mutual aid or through the Emergency Management Assistance Compact — or from the Federal Government. The SOC:

- Projects commodities needs for the region
- Coordinates the pre-positioning of commodities for deployment to the region
- Identifies state staging areas and other support facilities, including property owned or managed by state agencies
- Coordinates state provision of labor and material handling equipment at these locations
- Identifies state resources that can be used to transport commodities, such as assets provided by the California National Guard, including prioritization and use of air assets



- Receives commodities from the Federal Government and other providers, either at Federal staging areas or at state staging areas, and transports those commodities to locations for deployment, such as PODs.

OES is responsible for ensuring that state and Federal response operations are coordinated and for coordinating the integration of Federal resources and commodities into the state response operation. OES initiates this process at the SOC and later coordinates with FEMA at the Joint Field Office (JFO), once that facility is established.

### Other State Agencies

The roles and responsibilities of state agencies are outlined in the State of California Emergency Plan. Key agencies with regard to logistics include the following:

- State properties, including fairgrounds, parks, armories, and warehousing and storage facilities, can be used as staging areas, distribution points, and other logistics facilities. The Department of General Services and the Department of Parks and Recreation coordinate the availability of state-owned facilities and parks for these uses. The Department of General Services is also responsible for leasing privately owned space. The California Department of Food and Agriculture coordinates the availability of fairgrounds, including state and county fairgrounds and district agricultural association facilities (see Section 4 for additional information on fairgrounds).
- The California Department of Forestry and Fire Protection can provide transportation assets, procure commodities, and provide setup and operation of staging areas, base camps, and other facilities.
- The California Conservation Corps can provide labor to assist with setup and staffing of staging areas and distribution points.
- The California National Guard provides equipment for transportation, such as trucks and aircraft, material handling equipment, labor, and personnel for security at staging areas and distribution sites.

### FEDERAL LEVEL

When incident requirements exceed the resources of the state, and the Governor requests support, the President of the United States may declare an emergency or disaster, in accordance with the Robert T. Stafford Disaster Relief and Emergency Assistance Act (the Stafford Act).<sup>2</sup> Under a Presidential declaration of emergency or disaster, the Federal Government provides financial resources and direct Federal assistance in response to requests from the state. The Federal Government's coordinated response to such an incident is outlined in

<sup>2</sup> 42 United States Code § 5121-5206





the National Response Framework (NRF). Under the NRF, one or more Emergency Support Functions (ESFs) may be activated to coordinate Federal resources necessary to provide assistance to the state. (For further details on the role of Federal agencies in emergencies and disasters, refer the RECP Base Plan.)

In accordance with SEMS, Federal resources must be requested through the SOC. FEMA coordinates the Federal response to state requests for assistance. In extraordinary circumstances, such as a catastrophic earthquake, the Federal Government may mobilize resources in anticipation of state requests for assistance. This process, and the resources and commodities projected for deployment under these circumstances, is described in the Catastrophic Incident Supplement (CIS) to the NRF and below in Section 4.

### **FEMA and the Department of Homeland Security**

The roles and responsibilities of FEMA, the U.S. Department of Homeland Security, and other Federal agencies are described in the NRF. Major responsibilities with regard to logistics include:

- Activation of the FEMA Regional Response Coordination Center (RRCC) in Oakland; FEMA National Response Coordination Center (NRCC) in Washington, D.C.; and the U.S. Department of Homeland Security National Operations Center in Washington, D.C. to coordinate the initial deployment of Federal resources and commodities
- Immediate deployment of a liaison, and subsequent deployment of an Incident Management Assistance Team to the SOC, to initiate integrated operations with the state
- Activation of logistics support facilities, such as Logistics Centers, Mobilization Centers and Federal staging areas, to support deployment of commodities (see Section 4 for descriptions of these facilities)
- Deployment of labor and material-handling equipment for operations at these facilities
- Immediate mobilization of incident-specific commodities identified in the CIS
- Coordination with the state to plan the transfer of commodities to state control and to identify state and local plans for commodities distribution
- With the state, deployment of representatives to Operational Area EOCs to ensure that deployed commodities are supported logistically, arrive as requested, and are sufficient to meet requirements
- Tasking of Federal agencies to carry out mission assignments for delivery of commodities, in response to state requests.

## Other Federal Agencies

Depending on the type and severity of the incident, other Federal agencies may be responsible for coordination of the logistics for commodities and other resources. As stated above, FEMA may task these agencies through mission assignments to respond to state requests. For example:

- The U.S. Department of Transportation, through ESF #1 – Transportation, may coordinate the provision of trucks to move commodities.
- The U.S. Army Corps of Engineers (USACE), through ESF #3 – Public Works and Engineering, may execute contracts to provide bottled and bulk potable water and packaged ice, including purchase, warehousing, transportation, loading/unloading of trucks, and distribution.

Federal agencies may also manage commodities and other resources under their own authorities. For example, The U.S. Department of Health and Human Services manages the Strategic National Stockpile (SNS) a large inventory of medicine and medical supplies used to protect the public if an emergency is severe enough to deplete local medical supplies. The SNS is strategically located in caches throughout the country. Upon a request from OES, the U.S. Department of Health and Human Services deploys SNS assets to identified receiving points; and transfers authority for the SNS assets to state and local authorities once they arrive at the designated state receiving site.

## AMERICAN RED CROSS

Volunteer organizations such as ARC and other non-governmental and community-based organizations may provide significant quantities of commodities following a disaster. In general, these entities are responsible for their own systems for supply, staging, and distribution.

Local ARC chapters in the Bay Area maintain their own caches of supplies for local shelters, and use their own resources and activate existing agreements with local vendors as much as possible to meet local needs. ARC maintains disaster field supply storage facilities in the Bay Area, Southern California, and neighboring states. Their warehouses contain materials for shelters, such as cots, blankets, and comfort kits, and equipment needed for such ARC operations as mobile feeding. ARC also maintains contracts with private vendors for foods to be distributed through mobile feeding operations. ARC uses contractor resources to transport supplies.

ARC is also a supporting agency for ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services, and as such has responsibilities for mobilizing commodities for care and shelter under





the NRF. As with Federal agencies, ARC mobilizes commodities immediately under the CIS in anticipation of state requests for support. ARC subsequently coordinates its movement of commodities with FEMA through ESF #6.

See the RECP Care and Shelter Subsidiary Plan for further information about ARC.



## Section 4 | RECP Logistics Subsidiary Plan Concept of Operations



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## Section 4 – Concept of Operations

This section describes the Concept of Operations for regional coordination of the distribution of commodities. As described in Section 2, this discussion assumes that the incident in question is of sufficient magnitude that significant out-of-region and out-of-state resources and commodities, including resources and commodities provided by the Federal Government, are required.

### GENERAL CONCEPT

In accordance with SEMS, requests for commodities are handled in a manner similar to requests for other resources, as described in the RECP Base Plan. The general concept for movement and distribution of commodities both in anticipation of requests from state and local governments and in response to actual requests, is shown in Figure 2.

Immediately upon the occurrence of the incident and the activation of the state's emergency management system, local governments, Operational Areas, and OES begin to gain situational awareness with regard to the resources required to save lives, protect public health and safety, and sustain the population. At the same time, FEMA and other Federal agencies activate Federal operations centers, both in the region and nationally; activate the national system for logistics; and begin deployment of resources and commodities as specified in the CIS in anticipation of requests from the state. Shipment of resources and commodities begins with 12 hours of an incident.

FEMA coordinates the movement of commodities with OES, initially at the SOC and then at the JFO, once that facility is established. Initially, FEMA moves commodities to Federal Mobilization Centers and to Federal staging areas set up in the vicinity of the affected area. Once the state requests these commodities, they are transferred to the state control at the Federal staging areas, or delivered to state and local staging areas and receiving/distribution points. FEMA provides logistical support and handling of commodities until the point where the commodities are transferred to the state or to the local government for distribution to the public, although FEMA may provide resources to support these operations at the state's request. Local governments are responsible for distribution of commodities to the general public.

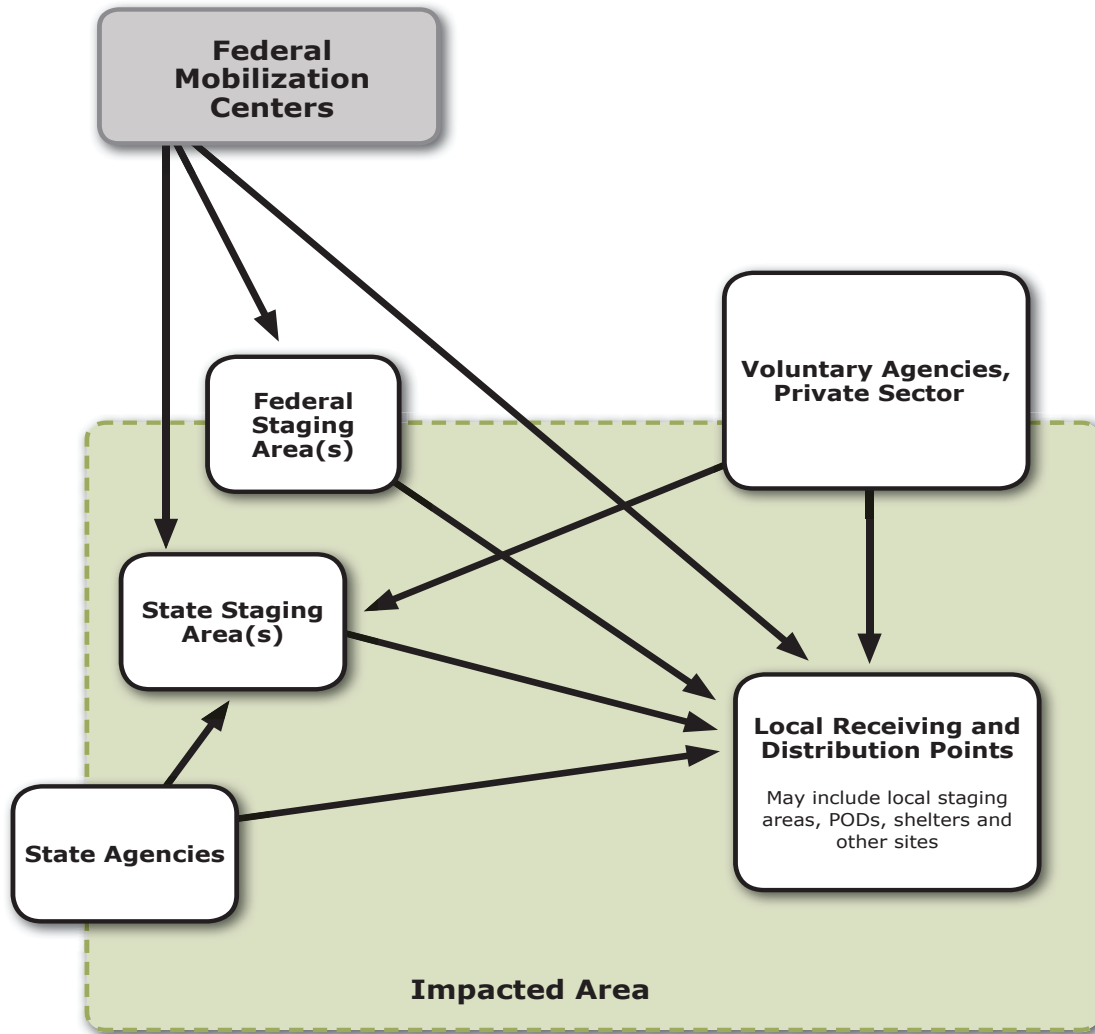
### LOCAL AND OPERATIONAL AREA ACTIONS

Major actions at the local and Operational Area level are described below.

#### Determining Requirements

As described in Section 3, local governments are responsible for identifying potential requirements for commodities. Assuming that on-hand commodities are insufficient, the local government may seek





**Figure 2**  
Movement and Distribution of Commodities

\* Elements of this figure have been taken from the *Catastrophic Incident Supplement*, U.S. Department of Homeland Security, September 2005



support from vendors, ARC, and other non-governmental organizations, and the Operational Area. If the Operational Area cannot obtain the required commodities, it may request support from OES through the REOC. In general:

- Commodities required to support the population, such as food and water, may be requested through the Care and Shelter Branch of the Operations Section at the Operational Area EOC
- Medical and public health commodities are requested through the Medical and Health Branch by the MHOAC, as described in the RECP Medical and Health Subsidiary Plan.

### **Establishing Receiving, Staging, and Distribution Sites**

Local governments and Operational Areas must establish mechanisms for receiving, managing, and distributing commodities. Depending on the specific impact of the incident, commodities may be delivered to:

- Local staging areas and receiving centers, either at existing facilities or temporary facilities established in response to the incident, where they are staged for future use
- Shelters, medical treatment sites, and other locations
- PODs, where they can be distributed directly to the general public.

The local governments and Operational Areas manage the use of these sites for receipt and use of commodities, regardless of source, including state and Federal commodities, commodities provided by vendors, and donated commodities.

The local governments and Operational Areas have responsibility for establishment, management, and operation of these sites, including provision of labor and equipment for site operations. (Refer to Appendix B for an outline of considerations for establishing these sites; and to Appendix C for a description of the considerations for establishing PODs for distribution of commodities to the general public.)

For establishing sites:

- Local governments may have established pre-designated sites, and have arrangements with site owners to use those sites in the event of an emergency or disaster.
- In other situations, sites must be established based on the specifics of the incident.
- Planned use of state-owned or managed facilities, such as fairgrounds, must be coordinated with the REOC and the appropriate state agency to minimize potential conflicts for use and prioritization of these sites.





Local governments or Operational Areas are responsible for the management and operation of these sites necessary to support the receiving, staging, and distribution of commodities within their jurisdictions. Specifically, they should provide labor and equipment for:

- Setup and operation
- Material handling
- Traffic control
- Security
- Distribution of commodities to the public
- Issuing public information, such as information regarding POD locations
- Coordinating public transportation to PODs, such as with mass transit agencies.

If the local government or Operational Area cannot procure resources for site management and operation, these resources may be requested through the REOC. For example, an Operational Area may request state resources for security at PODs, and OES may request that the California National Guard provide personnel for this purpose.

### Points of Distribution

PODs are locations where commodities such as water, ice, packaged food, medical supplies, repair supplies, and other necessities are distributed directly to individuals. In general, PODs must have sufficient space for unloading trucks, space for storage and distribution of at least one day's worth of commodities, and access and waiting space or parking for the public. Specific considerations for setting up PODs are provided in Appendices B and C.

Publicly accessible PODs can be shared sites at which the goods from ARC and other voluntary agencies and private sector entities may be distributed. Those commodities arrive at PODs through logistics systems that are managed by the respective organizations. The REOC can coordinate co-located distribution activities in within the region.

### Coordinating Receipt of Commodities

In general, the local governments and Operational Areas do not have the capability to pick up commodities, and state and Federal transportation assets may be used to deliver commodities to locations designated by the Operational Areas. The Operational Areas coordinate with OES to provide information regarding the destination of in-bound commodities.

## STATE ACTIONS

As described in Section 3, OES is responsible for responding to requests from the Operational Areas for commodities, coordinating use of state resources and facilities for commodity distribution, and coordinating with FEMA to integrate Federal commodities into state and local operations. In particular, OES supports local and Operational Area efforts to effectively integrate and use large volumes of rapidly delivered commodities.

### Coordination of Requirements

As with all resource requests from the Operational Areas, the REOC requests commodities, evaluates potential sources for support, and coordinates through the appropriate channel to obtain the resource, whether it is another Operational Area, a state agency, or the SOC. Similarly, the SOC coordinates with other regions, state agencies, other states, Emergency Management Assistance Compact, and the Federal government to obtain commodities. In general, requests for commodities are communicated to the REOC and SOC through the Operations Section.

### Integration of Federal Commodities

OES coordinates the influx of Federal commodities with FEMA, initially at the SOC and then at the JFO, once that facility is established. As described in greater detail below, the Federal Government may mobilize commodities in anticipation of state requests, but does not deploy those commodities until requested to do so by the state. OES coordinates with FEMA to:

- Ensure that commodities necessary to respond to the needs of the affected area are identified and requested
- Ensure that Federal commodities are deployed according to priorities set by the state
- Monitor the quantities of commodities deployed to, and staged at, Federal staging areas and state staging areas
- Arrange for delivery of commodities to state staging areas and local receiving and distribution points
- Request transportation assets for delivery of commodities
- Request resources, such as labor and equipment, to support operation of state and local receiving and distribution points.

As stated above and in Section 3, the REOC may deploy liaisons in conjunction with FEMA to the Operational Area EOCs to ensure that deployed commodities are supported logistically, arrive as requested, and are sufficient to meet requirements.





## State Staging Areas

OES may coordinate the establishment of state staging areas for the receipt of, staging of, and distribution of commodities. These staging areas are used to receive large quantities of commodities, generally in truckload quantities. Shipments are broken down and allocated according to the needs of the distribution points served by the staging area. One staging area can serve a number of distribution points, and there may be several staging areas within one Operational Area.

OES establishes the need for these sites based on:

- Anticipated requirements for supporting local commodities distribution operations
- Anticipated requirements for managing the influx of out-of-region and out-of state commodities, including Federal commodities
- Other response requirements that may drive the need for staging areas, such as:
  - Deployment of state and Federal response teams
  - Establishment of caches for supplies to support response operations
  - Establishment of base camps to provide lodging and support for responders

These staging areas may receive commodities from:

- State agencies and vendors
- Federal Mobilization Centers and Federal staging areas
- Voluntary agencies and private sector donations.

As described in Section 3, OES may task other state agencies, such as the Department of General Services and Department of Parks and Recreation, with identifying appropriate state-owned sites for use as staging areas. In some cases, such as with state and county fairgrounds, OES or another state agency may have already identified a state-owned facility as a staging area or other type of facility for supporting incident response.<sup>3</sup> Additionally, OES may task other state agencies to provide resources to manage and operate staging areas.

The SOC Operations Section is responsible for identifying the need for staging areas and for coordinating their operations. OES coordinates the locations of state staging areas with Operational Area EOCs through the REOC to ensure that they do not conflict with potential local use of sites and transportation routes.

<sup>3</sup> As described in Section 3, the California Department of Food and Agriculture coordinates the use of fairground complexes, whether owned by the state or by another entity. There are fourteen fairground complexes in the ten Bay Area counties, with at least one in each county (San Francisco's complex, the Cow Palace, is located immediately adjacent to San Francisco in San Mateo County). OES has designated all but two of these complexes as mobilization sites. In some cases, local governments own the fairground sites and may exercise primacy in making use of the facilities.

At the request of the state, FEMA may provide personnel at state staging areas to coordinate the transfer of Federal commodities to the state. Also at the state's request, FEMA may provide resources to support staging area operations, including labor and equipment.

### Transportation of Commodities

As described above, local governments and Operational Areas generally rely on state and Federal assets to transport commodities into the affected area. The state may provide transportation of commodities from FOSAs and state staging areas to local receiving and distribution points. If transportation is required, OES may mission task the California National Guard or another state agency, or contract with a vendor for that purpose. If OES tasks another state agency to provide commodities, that agency may arrange for transportation directly. Additionally, if the situation demands and it has been coordinated with OES, the Federal Government may move commodities from Mobilization Centers and Federal staging areas directly to local receiving and distribution points.

OES coordinates with the California Department of Transportation and with the California Highway Patrol to ensure that transportation of commodities is consistent with available routes and established priorities for the use of those routes. Accordingly, OES coordinates transportation of Federal commodities with FEMA to ensure that these movements are consistent with priorities and routes established by the state.

### FEDERAL MOVEMENT OF COMMODITIES

The Federal system for movement of commodities is described in the NRF and the CIS. Key elements that pertain to regional actions are described here.

#### Coordination

As described in Section 3, FEMA initially coordinates the movement of commodities from the RRCC in Oakland and the NRCC in Washington, D.C. Subsequently, FEMA coordinates resource requests and movement with OES at the SOC, through the Incident Management Assistance Team, and then through the JFO, once that facility is established. Although FEMA may mobilize commodities immediately, based on the anticipated needs of the affected region, subsequent deployment of these commodities to specific locations in the affected area only occurs upon state request.

#### Potential Commodities

The initial "push" of resources and commodities is outlined in the CIS. The type and quantity of resources and commodities are dependent on the type of incident. In addition to response teams, such as Urban Search and Rescue Teams and Disaster Medical Assistance Teams, the CIS specifies deployment of critical commodities. Examples for a major earthquake include:





- Cots, blankets, and sleeping bags
- Bottled water and bulk water
- Heater meals and Meals Ready to Eat
- Ice
- Tents and plastic sheeting
- Personal wash kits, daily restroom kits, and personal toilets.

Subsequent deployment of commodities is determined based on requests from the state. FEMA may mission task other Federal agencies to provide commodities. For example, under ESF #3 – Public Works and Engineering, the USACE may be mission tasked to procure and deliver bottled and bulk water. FEMA coordinates priorities, quantities, and delivery with OES, and the USACE coordinates procurement and delivery with its contractors.

### **Federal Facilities for Logistics**

The nationwide logistics system includes the following components:

- **FEMA Logistics Centers:** Permanent facilities that receive, store, ship, and recover disaster commodities and equipment. In the continental United States, there are four facilities containing general commodities, including a Logistics Center at Moffett Field in Santa Clara County. There are also two facilities containing special products, computers, electronic equipment, and medical and pharmaceutical caches.
- **Commercial storage sites:** Permanent facilities owned and operated by private industry that store commodities for FEMA, such as freezer space for ice.
- **Other Federal agency sites:** Other Federal agencies with responsibilities under the NRF may mobilize commodities from their respective logistics centers or vendors.
- **Mobilization Centers:** Temporary Federal facilities outside of the incident area at which commodities, equipment and personnel can be received from Logistics Centers, other Federal agencies, and vendors, and pre-positioned for deployment as required. These commodities remain under the control of the NRCC until deployment to the affected area is required. These centers are generally projected to hold three days of commodities.
- **Federal staging areas:** Temporary facilities in the vicinity of the incident area at which commodities, equipment and personnel are received and pre-positioned for deployment to Federal, state, and local receiving points within the incident area. These commodities are initially under the control of the RRCC and then the JFO. Federal staging areas are generally projected to hold one to two days of commodities.

Mobilization Centers and Federal staging areas are established on a temporary basis at active or former military installations<sup>4</sup> and other Federal facilities, depending on the specific conditions of the incident. For example, for an incident in the Bay Area, FEMA may establish Federal staging areas at nearby military installations, such as Travis Air Force Base, with airfields, material handling capabilities, and access to major highways. Conditions of those installations and the transportation systems that link to them determine exactly where these facilities are located. Alternative sites may be located in counties outside of the Bay Area.

### **Movement of Commodities**

Immediately upon notification of the incident, FEMA automatically ships initial allocations of commodities towards the affected area in anticipation of state requests for assistance. Shipment from storage caches to mobilization centers begins to occur within 12 hours of an incident. Commodities are deployed to Federal installations until such time as the state begins to request movement into the affected area. Commodities are packed on pallets or in small cargo containers ready for shipping via trucks or aircraft, and are shipped using Federal transportation assets.

Allocations of initial shipments of commodities are based on model projections and first available information about the incident. To allocate and ship additional commodities to the state, as well as to plan future shipments, FEMA works with OES to obtain accurate situational information regarding the requirements of the affected areas. Additionally, FEMA and OES collaborate to obtain information about transportation and infrastructure conditions, and about available space for staging and distribution points.

Federal commodities mobilized for the incident may be moved from Mobilization Centers to any one of the following in the affected area:

- Federal staging areas
- State staging areas
- Other receiving and distribution centers operated by state and local government entities, such as PODs.

FEMA provides logistical support and handling of commodities until the point where the commodities are transferred to the state, Operational Area, or local government for distribution to the public. When commodities are handed off to the state or local government, logistical support, including labor and equipment, becomes the responsibility of those parties, unless the state has requested Federal support for that work.

<sup>4</sup> FEMA must request use of military installations from the Department of Defense at the time of the incident. The availability of military facilities depends on their operational status at that time. FEMA may use other Federal installations if military installations are not available.





## American Red Cross Commodities

As described in the RECP Care and Shelter Subsidiary Plan, local ARC chapters initially provide commodities for shelter operations using on-hand supplies and arrangements with local vendors. However, ARC National Headquarters establishes a Disaster Relief Organization to manage resources and commodities in response to an incident. In a manner similar to the Federal government, ARC initially pushes commodities into the area based on pre-determined allocation percentages rather than on resource requests made by the affected jurisdictions. Through liaisons with the REOC, SOC, RRCC, and JFO, ARC subsequently deploys commodities based on identified needs.

To facilitate distribution of commodities, ARC:

- Directs initial priority commodities, such as life-sustaining supplies, drinking water, and meals, to pre-identified locations in the affected area, co-located with major sheltering and feeding sites, which are used to supply other locations, such as smaller shelters.
- Establishes a Critical Material Staging Area in the impacted area to provide an immediate destination for in-bound critical commodities such as food, water, baby formula, shelter support, and communications equipment.
- Establishes a Non-Critical Material Staging Area in the impacted area. Shipments of in-kind donations and other materials that are deemed non-critical are directed to this staging area until specific needs are established.

## Strategic National Stockpile

Supplies from the SNS follow a more restricted path. Once OES has requested release of SNS supplies from the U.S. Department of Health and Human Services, OES, in collaboration with the California Department of Public Health, determines priorities for their distribution.<sup>5</sup> The Department of Public Health works with county departments of public health to identify receiving, staging, and distribution and dispensing points. As outlined in state and county SNS plans, the distribution of these supplies is carefully controlled and distinct from that of other commodities.

## DONATED GOODS

An incident requiring significant state and Federal support attracts donations of goods from individuals, non-governmental organizations, and businesses, from within the region as well as from other regions in the state, elsewhere in the country, and foreign nations. Donations can be characterized as:

<sup>5</sup> A state-level Multi-Agency Coordination System group may be formed to set priorities for distribution of SNS supplies.



- Spontaneous donations from individuals and small groups
- Large, organized donations of uniform products from large organizations and businesses.

These donations may be offered to:

- Local governments and Operational Areas. At this level, donations are the responsibility of the local government or the Operational Area, which may incorporate them into the system for receiving and distributing commodities as appropriate. The Operational Area may request state support for management of donated commodities through the REOC.
- At the state level. The REOC and the SOC may work with private sector entities to receive, stage, and distribute donated commodities. Private sector liaisons at the REOC and SOC provide access to large retailers and other private sector entities that may be able to supply critical commodities, such as food, water, medical supplies, personal care items, and repair supplies, or to provide transportation of these commodities. In general, donors are responsible for delivering commodities to state staging areas; the state assumes responsibility for the commodities upon receipt.
- Voluntary organizations, such as the Salvation Army. These organizations may have the capability to receive, manage, and distribute these donations. For example, the Salvation Army can use its existing warehouse and distribution system to receive, sort, store, and distribute donated goods; and may seek additional space for these operations as needed.

## MULTI-AGENCY COORDINATION SYSTEM

As described in NIMS, multi-agency coordination is a process that allows all levels of government and all disciplines to work together more efficiently and effectively. A Multi-Agency Coordination System (MACS) incorporates:

- Establishment of priorities for response
- Allocation of critical commodities based on established priorities
- Integration of communications systems
- Information coordination
- Intergovernmental decision coordination
- Development of geographic strategies and contingency plans.

Because MACS works across different disciplines, jurisdictional lines, and levels of government, it can be used to coordinate the development and implementation of a regional system for commodities





distribution. MACS can be used to allocate valuable commodities, such as water, to ensure that the items are distributed to the areas with the most urgent requirements. It can be used at the regional or state level to identify properties for staging areas and distribution points.

To allocate property for staging areas located in more than one Operational Area, the REOC may implement MACS by convening the agencies requiring space, the agencies that own space, and those involved in the logistics of distributing commodities. Participants in a MACS Group have the authority to commit resources and make decisions on behalf of their respective organizations. If these decisions are being made at the regional level, the REOC Director convenes the group and facilitates its activities. Agencies in a MACS Group concerning potential staging areas can include:

- FEMA and other Federal agencies/ESFs that require commodities or are engaged in staging, moving, and distributing commodities
- State agencies that require commodities or are engaged in staging, moving, and distributing commodities
- Agencies with available space or that are responsible for obtaining space, such as the Department of General Services
- Operational Area representatives
- Voluntary agencies and other non-governmental organizations, such as ARC
- Private sector representatives, such as property owners or major suppliers.

Other agencies may participate in the MACS Group, depending on the requirements that must be met. The MACS Group may meet regularly throughout a response operation until the issues of property allocation are resolved.



# Appendix A | RECP Logistics Subsidiary Plan List of Acronyms



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## Appendix A – List of Acronyms

ARC	American Red Cross
CIS	Catastrophic Incident Supplement
EOC	Emergency Operations Center
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
JFO	Joint Field Office
MACS	Multi-Agency Coordination System
MHOAC	Medical Health Operational Area Coordinator
MRE	Meal Ready to Eat
NIMS	National Incident Management System
NRCC	National Response Coordination Center
NRF	National Response Framework
OES	Governor's Office of Emergency Services
POD	Point of Distribution
RDMHC	Regional Disaster Medical Health Coordinator
RECP	Regional Emergency Coordination Plan
REOC	Regional Emergency Operations Center
RRCC	Regional Response Coordination Center
SEMS	Standardized Emergency Management System
SNS	Strategic National Stockpile
SOC	State Operations Center
USACE	U.S. Army Corps of Engineers





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## Appendix B | RECP Logistics Subsidiary Plan Establishment of Staging Areas and Other Temporary Sites



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## Appendix B – Establishment of Staging Areas and Other Temporary Sites

State and local governments are responsible for establishing staging areas, receiving centers, and distribution points necessary for receiving and distributing commodities necessary to sustain the population. Considerations for establishing these facilities are described below.

Appendix C provides specific information regarding the setup and operation of Points of Distribution (PODs).

### SELECTION OF APPROPRIATE FACILITIES

These number, type, and location of these facilities should be established with consideration for:

- Projected needs of the population
- The volume, type, and timing of commodities to be provided.

Selection of specific facilities should consider:

- Access to transportation routes and facilities
- Structural integrity of the facility and level of damage
- Availability of utilities, such as electrical power, water, and sanitation
- Availability of communications
- Space for parking and movement of trucks
- If the facility is to be accessed by the public, access, waiting areas, and parking to accommodate walk-in and drive-in traffic
- Docks and other features for loading and unloading vehicles
- Warehousing space for storage of inventory
- Space for staff operations and housing
- Impact on the surrounding neighborhood.

### POTENTIAL RESOURCES FOR SITE OPERATION

The following resources may be necessary for site operation, particularly in situations where the site is being established in a location (such as a parking lot) not intended for that purpose or if existing systems (such as utilities) are not available:

- Generators
- Lighting
- Material handling equipment, such as forklifts and pallet jacks





- Security fencing
- Security personnel
- Water, food, and medical supplies for staff
- Portable toilets
- Communications equipment
- Traffic control equipment, barriers, and signage
- Mechanisms for waste collection and removal.



# Appendix C | RECP Logistics Subsidiary Plan Initial Response Resources Distribution and Staging Area Guidelines



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## Appendix C – Initial Response Resources Distribution and Staging Area Guidelines

This information has been taken from the Incident Management Handbook, October 2007, prepared by the Federal Emergency Management Agency (FEMA). It is recognized that the commodities required will be incident-specific, and that commodities in addition to, or other than, those presented here may be distributed at these sites.

### INITIAL RESPONSE RESOURCES

Following a major disaster, the affected public is in need of common necessities to meet health, safety, and lifesaving needs, such as:

- Potable water (usually bottled)
- Packaged ice
- Meals Ready to Eat (MRE)
- Roofing materials
- Generators
- Tarps
- Tents, cots, blankets, and related supplies.

In small-scale disasters and during the initial hours of larger disasters, these commodities are often supplied by state and local governments, donations from industry, and volunteer agencies. However, when the need for commodities exceeds the state's capability, the state can request that FEMA provide commodities to meet the additional requirements under a Presidential declaration of emergency.

FEMA can provide initial response commodities in pre-positioned packages or bulk quantities from regional logistics centers in various locations and may task other Federal agencies, such as the U.S. Army Corps of Engineers, as needed to purchase additional quantities of ice and water.

These commodities, whether supplied from FEMA Headquarters Logistics Centers and Mobilization Centers or purchased, are usually delivered to Federal and/or state operational staging areas and then delivered to local points of distribution (PODs).

### DISTRIBUTION AND STAGING AREA GUIDELINES

Normally it is preferable to have the minimum number of intermediate points for transfer of commodities, as long as commodities can be tracked, accounted for, and efficiently and effectively delivered to the customers.





To successfully accomplish the commodity distribution mission, a plan should include:

- Locations of PODs,
- Layout plans for each POD (including equipment and staffing requirements), and
- A distribution process.

### **Staging Areas and Distribution Points**

Commodities and supplies are quite often delivered in over-the-road large tractor-trailer (eighteen-wheeler) loads. These trucks are large vehicles (60 to 80 feet in length) with an 18- to 32-foot tractor and a 45- to 53-foot trailer.

Consequently, staging areas and distribution points should:

- Be paved or hard-packed gravel that can withstand loads that are at load limits of national roadways
- Include an adequate area for unloading, dumpsters, proper traffic flow, stockpiles, and ingress and egress for distribution to the public.

### **Determining Commodity Needs and Distribution Capabilities**

The U.S. Army Corps of Engineers has developed some models to predict estimated numbers of people "in need." These numbers are important for determining the amount of commodities that may be required; however, past experience has shown that the ability to distribute commodities to the public is an important factor in determining supply.

Availability of commodities depends on the following factors:

- FEMA, state, and vendor supply in stock
- Vendor production rates
- Availability of truck tractors and refrigeration vans.

The following "rules of thumb" can be applied to calculations of quantities:

- It will take about 48 hours during the weekday to deliver up to 50 loads, and
- It will take 72 hours to deliver up to 50 loads if initiated on a Friday after 12:00 noon.

Trucking industry considerations must also be taken into account. If large numbers of trucks sit for 4 or 5 days at a staging or distribution site without being off-loaded, this has a huge impact on the cost and ability to re-supply. Planning efforts should include ways to off-load trucks expeditiously to free up this limited resource.

### Commodity Ordering Calculation Information

Table C-1 provides information for use in planning the ordering and handling of ice, water, and MREs.

**Table C-1: Water, Ice, and MRE Person/Day Calculations by Pallet and Truck**

	Ice (lbs)	Water (liters)	Water (Gals)	MREs (each)
Allocation/Person/Day	8 lbs	3 Liters	1	2
Lbs./pallet	2,000	1,900		
Bags/volume/pallet	250	900	237	
Pallets/Truck	20	20	20	
Amount/Truck	40,000	18,000	4,750	21,744
Person/days/truck	5,000	6,000	4,750	10,872
25 Truck Loads	1,000,000	450,000	118,750	543,600
Person/days	125,000	150,000	118,750	271,800
100 Truck Loads	4,000,000	1,800,000	475,000	2,174,400
Person/days	500,000	600,000	475,000	1,087,200
200 Truck Loads	8,000,000	3,600,000	950,000	2,348,800
Person/Days	1,000,000	1,200,000	950,000	1,174,400

### Distribution Point Planning

Assumptions used for distribution planning of ice, water, MREs, and tarps are provided below.

- Customers will drive through a distribution point and be served without leaving their vehicles.
- Each car represents an average family of 3.
- Each vehicle passing through a distribution point would receive the following:
  - Two or three bags of ice
  - One case of water (9 – 12 liters)
  - 1 case of MREs
  - 1 tarp
- One truckload of:
  - Ice will serve 1,660 vehicles (5,000 people)
  - Water will serve 2,000 vehicles (6,000 people)
  - MREs will serve 3,624 vehicles (10,872 people)
  - Tarps will serve 4,400 vehicles (13,320 people).





- Distribution points will be open to the public 12 hours per day.
- Re-supply of distribution points will primarily be at night (while the point is closed to the public).
- A loading point is where a stockpile of ice, water, MREs, and tarps are located with a team of personnel (1 for water, 1 for ice, and 1 for MREs/tarps) who load these items into the vehicle as it stops near them.
- Based on past experience, a well planned and operated distribution point with one lane of traffic and three loading points can service 145 cars per hour. In a 12-hour work day, about 1,700 vehicles or  $1700 \times 3 = 5,100$  people can be served.
- Community relations personnel should be included in the distribution resource plan. The key is to have the information packaged in a handout format to prevent people from exiting their vehicles. Maximum vehicle flow is crucial to reaching as many people as possible.

### Layout Plans for Points of Distribution

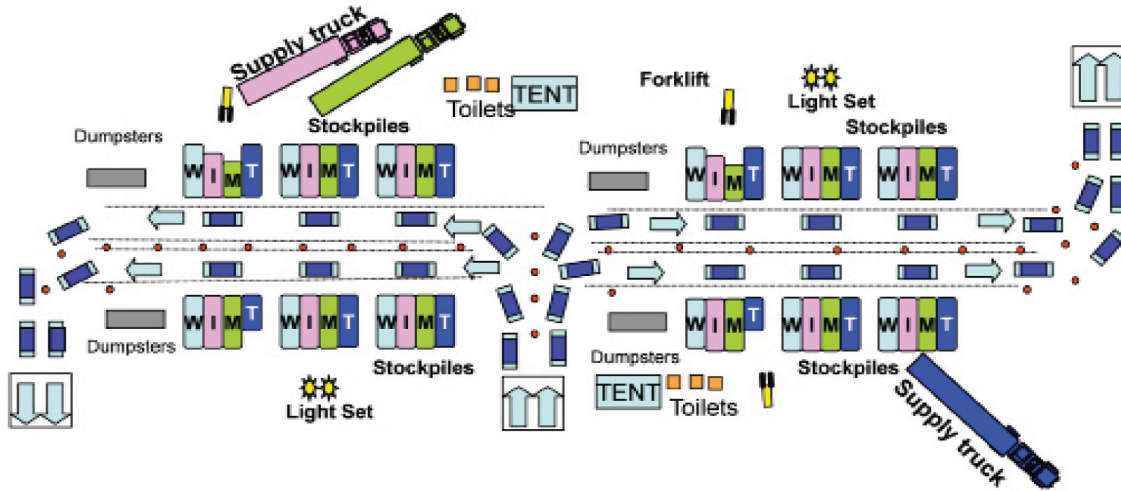
The following plans provide examples of different sizes of distribution points and the resources required for operations. Selection and layout of POD type is dependent on the availability space, the types of commodities to be distributed, and the approximate number of people expected.

- Figure C-1 shows a Type I POD, which serves 20,000 persons per day or 560 vehicles per hour. Table C-2 provides resource requirements for operating a Type I POD.
- Figure C-2 shows a Type II POD, which serves 10,000 persons per day or 280 vehicles per hour. Table C-3 provides resource requirements for operating a Type II POD.
- Figure C-3 shows a Type II POD, which serves 5,000 persons per day or 140 vehicles per hour. Table C-4 provides resource requirements for operating a Type III POD.



**TYPE I - DISTRIBUTION POINT**

Serves 20,000 persons per day  
560 vehicles per hour



Note: Individual vehicles drive through and ice & water is loaded into their trunks. Recommend One case water, 2 or 3 bags of ice per vehicle and 6 MREs.

Supply trucks for Ice, Water, MREs and Tarps are to be off-loaded promptly and returned for re-supply.

**Maximum Loads per Day – Type I**

Water	4
Ice	4
MRE	2
Tarp	2

**Figure C-1**

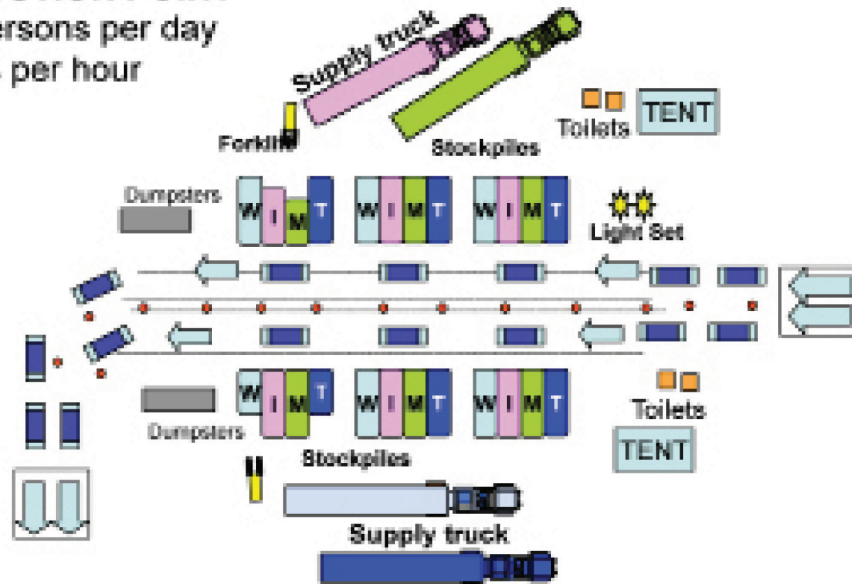
Layout for a Type I Point of Distribution

**Table C-2: Resources Required for Type I Point of Distribution**

Type I Distribution Point						
Manpower				Equipment		
Type		Day	Night	Type	Number	
Local Responsibility	Manager		1	0	Forklifts	3
	Team Leader		2	1	Pallet Jacks	3
	Forklift Operator		2	3	Power Light Sets	2
	Labor		57	4	Toilets	6
	Loading Point		36		Tents	2
	Back-up Loading PT		18		Dumpsters	4
	Pallet Jacks Labor		3		Traffic Cones	30
	Totals		70	9	Two-way radios	4
Others	Law Enforcement		4	1		
	Community Rel.		4	0		
Grand Total		78	10			

**TYPE II - DISTRIBUTION POINT**

Serves 10,000 persons per day  
280 vehicles per hour



Note: Individual vehicles drive through and ice & water is loaded into their trunks. Recommend One case water, 2 or 3 bags of ice per vehicle and 6 MREs

Supply trucks for ice, Water, MREs and Tarps are to be off-loaded promptly and returned for re-supply.

Maximum Loads per Day – Type II

Water	2
Ice	2
MRE	1
Tarp	1

**Figure C-2**

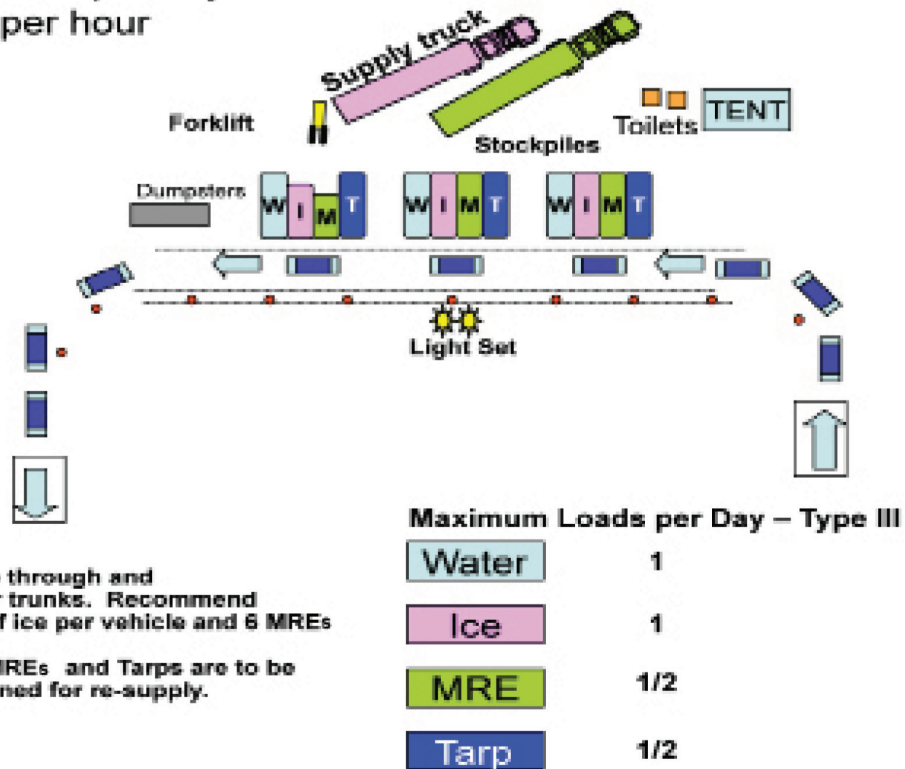
Layout for a Type II Point of Distribution

**Table C-3: Resources Required for Type II Point of Distribution**

Type II Distribution Point						
Manpower				Equipment		
Type		Day	Night	Type	Number	
Local Responsibility	Team Leader		1	0	Forklifts	2
	Forklift Operator		1	2	Pallet Jacks	2
	Labor		28	3	Power Light Sets	1
	Loading Point	18		Toilets	4	
	Back-up Loading PT	9		Tents	2	
	Pallet Jacks Labor	1		Dumpsters	2	
	Totals		30	5	Traffic Cones	15
Others	Law Enforcement		2	1	Two-way radios	0
	Community Rel.		2	0		
Grand Total		34	6			

### TYPE III - DISTRIBUTION POINT

Serves 5,000 persons per day  
140 vehicles per hour



Note: Individual vehicles drive through and ice & water is loaded into their trunks. Recommend One case water, 2 or 3 bags of ice per vehicle and 6 MREs

Supply trucks for ice, Water, MREs and Tarps are to be off-loaded promptly and returned for re-supply.

**Figure C-3**  
Layout for a Type III Point of Distribution

**Table C-4: Resources Required for Type III Point of Distribution**

Type III Distribution Point						
Manpower				Equipment		
Type		Day	Night	Type	Number	
Local Responsibility	Forklift Operator		1	1	Forklifts	1
	Labor		15	2	Pallet Jacks	1
	Loading Point	9		Toilets	4	
	Back-up Loading PT	5		Tents	1	
	Pallet Jacks Labor	1		Dumpsters	1	
	Totals		16	3	Dumpsters	1
Others	Law Enforcement		2	1	Traffic Cones	10
	Community Rel.		1	0	Two-way radios	0
Grand Total		19	4			



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