



# SA I – Mass Commodities

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## SA I. Mass Commodities

SA I Tasked Agencies	
<b>Primary Agency</b>	Oregon Emergency Management
<b>Supporting Agencies</b>	Department of Administrative Services, other responding State Agencies
<b>Adjunct Agencies</b>	

## 1 General Purpose

The purpose of this annex is to outline organizational arrangements, operational concepts, responsibilities, and procedures to allow the prompt and orderly delivery of commodities to the public in the event of an emergency.

## 2 Scope

- This document outlines the procedures for resource requests and distribution of resources from the point of origin to the requestor.
- Resources are defined as people, places, things, and services.
- It defines the roles and responsibilities at the Federal, State and local level within the scope of this annex.

## 3 Responsibilities

### 3.1 Oregon Emergency Management (OEM)

- Overall responsibility for coordination of resource distribution in accordance with Emergency Operations Plan (EOP).
- Coordinates the activation and demobilization of State Staging Areas as required by the event.
- Responsible for jurisdictional and agency requests for resources.
- Provide State Liaison for Federal Incident Support Bases (ISBs) and State Staging Areas as requested.

### 3.2 Federal

- Responds to resource requests and attempts to deliver in a timely manner.
- FEMA Logistics Chief coordinates with OEM on the activation of Federal Incident Support Bases (ISBs) and Staging Areas.
- Provides a FEMA Logistics liaison to the State EOC as needed.
- Provides US Forest Service (USFS) Incident Management Teams (IMTs) as needed.

**SA I. Mass Commodities****3.3 State Agencies**

- Perform duties as assigned in the Oregon Emergency Operations Plan.
- Provide State Liaison, equipment, and facilities for Federal ISBs and State Staging Areas as requested.

**3.4 Local Jurisdictions**

- Identify, establish, staff and demobilize Local Staging Areas and Community Points of Distribution (C-POD).
- Request resources from the State Emergency Coordination Center.
- Establish standard operating procedures for Local Staging Areas and Community Points of Distribution.
- Provide for accountability of resources provided to the jurisdiction.
- Prepare communities to self-sustain for up to 72 hours.

**4 General Information****4.1 Situation and Assumptions.**

- A disaster has occurred which has resulted in a Governors Declaration and/or a Presidential Declaration.
- Local and regional capability to respond to an event may be severely crippled or be nonexistent, the remaining productive capacity and capability of FEMA will remain intact, assuring the provision of logistical support to response operations.
- Because of sheltering and mass care needs, and/or utility interruptions, and/or transportation disruptions, there may be a need for mass commodity distribution operations.
- Following a major or catastrophic emergency or disaster, there will be a need to provide resources, goods, and services to the affected areas.
- Coordination and management of resource support is highly situational, requiring flexibility and adaptability.
- Most logistical resources will be sent to the jurisdiction from outside the affected area.
- Adequate facilities will be made available for resource distribution sites including Federal ISBs, state staging areas, base camps, and community points of distribution, as dictated by the event.

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- State and Federal officials have agreed upon the use of the facilities prior to a response requirement.
- Community Points of Distribution (C-PODS) will be activated as needed to meet emergency requirements in affected area.
- Logistical support may be required for life sustaining operations and support operations.

**4.2 Constraints**

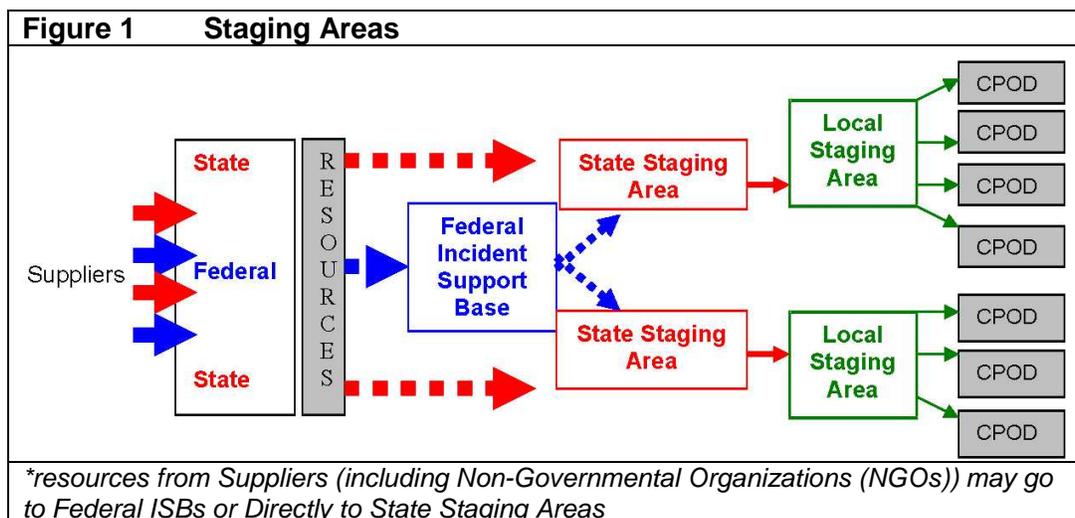
- The state's ability to support its response to the emergency or disaster may be severely impacted due to scope of event.
- Communications may be severely interrupted or limited during the early phases of an emergency or disaster.
- Transportation to affected areas may be interrupted due to damage to roads, bridges, airports, and other transportation means.
- FEMA may be working to support multiple operations in several states simultaneously.
- The population of the affected area will fluctuate with the evacuation and re-entry of displaced individuals.

**5 Concept of Operations****5.1 Request for Resources**

- When an event occurs, and a jurisdiction finds resources necessary to meet the requirements of the event are becoming scarce or have been depleted, the following process must be followed:
  - The jurisdiction conducts a check of vendors, suppliers, or other sources available to them to determine whether they have exhausted their resource capability before making a request for resources from the State ECC. This includes local government and mutual aid sources, private sector and other sources within their ability to receive.
  - If the jurisdiction has exhausted all of their options, then contact is made with the State of Oregon's Emergency Coordination Center (ECC) to request the resource. These requests must come through the County EOC and cannot be received by a municipal jurisdiction.
  - The Request for Resources will be made in accordance with State processes and procedures and ORS 401.

## 5.2 Resource Distribution Operations

- The State will activate State Staging Areas and community points of distribution will be established by local jurisdictions to assist with the reception, staging, and distribution of resources into the affected area (see figure 1).



## 5.3 State Staging Area

- A Staging Area is a temporary site established in close proximity to a disaster impact area where personnel, equipment and commodities are kept while awaiting tactical assignments.
- Activation of State Staging Areas is the responsibility of the State's Emergency Coordination Center which will coordinate with the FEMA Logistics Chief.
- Factors that determine the activation of State Staging Areas:
  - Receipt of a valid request for commodities by County EOC;
  - Population density affected
  - Transportation Infrastructure
  - Commodity Demand
  - Intensity of the Event
  - Areas of Responsibility (AOR)
  - Quantity of trucks delivering in the area per day
  - Other (non-commodity) resource requirements

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- Based on mission requirements, a disaster may require more than one State Staging Area. The State ECC Logistics Section Chief will determine the need to establish additional facilities. The activation of additional staging areas follows the same process as listed above.
- When declared operational, resource delivery to the State Staging Area will begin immediately. Although it may not always be possible, the goal of each staging area is to provide needed resources to C-PODS within 12 hours of receiving a request routed thru the ECC.
- The State Staging Area will maintain a current inventory of all on site resources and ensure the State ECC receives updates at least daily.
- Actions undertaken by State Staging Areas will be coordinated with local and tribal jurisdiction emergency managers. Communication is key to ensuring all parties understand resource availability and timelines during a period of crisis.
- Resources staged at a State Staging Area may be distributed directly to the community point of distribution (C-POD) or to a local staging area.
- Staging Areas are defined by three types (see matrix in figure 2). Type I, (Large) is capable of handling 96-160 trucks a day (12 or 24 hour operations). Type II is capable of handling 72-120 trucks a day and Type III (Small) is capable of handling less than 60 trucks a day.

**Figure 2 Staging Area Types**

Staging Area Minimum Capabilities Figure 2:		Type I (Large)	Type II (Medium)	Type III (Small)
Component	Metric			
Location	Road Access	On or near major highway	On or near major highway	On or near major highway (desired)
	Airport	within 10 miles	within 10 miles	within 10 miles (desired)
		7,000 foot paved runway	4,100 foot paved runway	
		K-Loader available	K-Loader desired	

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<b>Figure 2 Staging Area Types</b>				
<b>Staging Area Minimum Capabilities Figure 2:</b>		<b>Type I (Large)</b>	<b>Type II (Medium)</b>	<b>Type III (Small)</b>
<b>Component</b>	<b>Metric</b>			
	Helicopter Landing Area	(2) 30 foot x 30 foot Touchdown Pad	(1) 30 foot x 30 foot Touchdown Pad	(1) 30 foot x 30 foot Touchdown Pad
Helicopter Safety Circles	**Military CH-47 needs 80 m (260 ft), UH-60 need 50 m (150 ft)	110 foot Safety Circle Diameter per Touchdown Pad	110 foot Safety Circle Diameter per Touchdown Pad	110 foot Safety Circle Diameter per Touchdown Pad
	Rail	On or near rail spur	On or near rail spur (desired)	
	Physical Security	Perimeter fence w/ entry area	Perimeter fence w/ entry area	Perimeter fence w/ entry area (highly desired)
		Area lighting	Area lighting	Area lighting
		Roaming Security Available	Roaming Security Available (desired)	Roaming Security Available (desired)
Covered Area	Square Foot	150,000	100,000	20,000
	Loading Docks	8	6	
	Administrative Area	yes	yes	Desired
	Temperature Control	30-65°F 12,000 minimum square feet		
Hard Stand	Square Foot	300,000 (7 acres)	200,000 (4.6 acres)	50,000 (1.2 acres)

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<b>Figure 2 Staging Area Types</b>				
<b>Staging Area Minimum Capabilities Figure 2:</b>		<b>Type I (Large)</b>	<b>Type II (Medium)</b>	<b>Type III (Small)</b>
<b>Component</b>	<b>Metric</b>			
	Surface	Concrete, Asphalt, Hard Pack, or Gravel	Concrete, Asphalt, Hard Pack, or Gravel	Concrete, Asphalt, Hard Pack, or Gravel
Open Area	Square Foot	1,306,805 (30 acres)		

- Oregon National Guard Logistics Estimate for State Staging Areas
  - Staging Area supports multiple C-PODs. During a large scale to catastrophic disaster there could be four to nine staging areas supporting up to 25 plus C-PODs each.
  - It is a supply receiving and issuing operation with supplies coming from FEMA, State, EMAC and NGOs sourcing. Estimate at least 250,000 people supported per site and the Portland Site supporting up to 750,000.
  - The Logistics Estimate for an average site is: 2,200 ston (short ton)/day or 110 20ston Semi-trucks a day (a ston is equal to 2000 lbs)

<b>Figure 3 Weight of supplies to service 250,000 people (one Staging Area)</b>					
<b>Type</b>	<b>Issue</b>	<b>Rate</b>		<b>Weight (lbs)</b>	<b>Pallets</b>
Rations MRE	2	Meals/Person	500,000	875,000	
Bottle Water	3	Liters/Person	750,000	1,575,000	1,750
Tarps	1	1 per family	83,333	20,833	
Ice	1	Bag per person	250,000	2,000,000	
			TOTAL	4,470,833	

- Staffing of Staging Areas.
  - The State will coordinate staffing of staging areas. If needed, the Oregon Department of Administrative Services (DAS), Department of Forestry (ODF), Department of Transportation (ODOT), Department of Corrections (DOC) and additional supporting agencies may assist in these tasks.
  - Staffing will be determined by the scale and location of the disaster, and other factors.

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- Based on Oregon National Guard Staging Area Staffing requirements, the following Staging Area requirements are listed in Figure 4 :

<b>Figure 4 Staging Area Requirements</b>	
<b>Equipment</b>	
Warehouse or large hardstand area	(State Coordinated)
Loading ramps or loading dock	(State Coordinated)
Material Handling Equipment (3)	(State Coordinated or Contracted)
Radios	(6 handheld radios)
Laptop	1
Team Transportation	2 Vehicles
<b>Personnel</b>	
Site Manager	1
Dispatcher/Clerk	1
Security Officer/Team	1
Entry Control Point	2
Traffic Control /Site Security Patrol	2
Material Team for 2 shifts	11
Team Leader	1
Material Handlers (MHE Operators)	3 per shift
Material Managers	2 per shift
Laborers/ Drivers (may be 2nd shift personnel)	4

- Multiple staging areas may be required depending on the size of the event and to ensure proper span of control.
- Ten Airport locations have been identified as suitable for use as State staging areas. These are:
  - Roberts Field (Redmond)
  - Portland International Airport (PDX)
  - Mahlon Field (Eugene)
  - McNary Field (Salem)
  - Hillsboro Airport (Hillsboro/Portland)
  - Rogue Valley International (Medford)
  - Astoria Airport
  - Klamath Falls Airport
  - Corvallis Airport (no tower, not a controlled airport)

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- Pendleton Airport
- Southwest Oregon Regional Airport (Coos Bay). Low elevation is susceptible to tsunami.

All of these facilities can provide hardstand areas, and at least minimal warehouse-like capability. With the exception of PDX, all will need a significant influx of resources to be fully operational.

- Reporting and accountability practices adopted by DAS (State Controllers Division) will be used to track and maintain adequate records of mass commodity items coming in/out of State Staging Areas.
- As the existing structure (civilian, government, municipality etc.) becomes self-sufficient and local resource supply systems resume operations, State Staging Areas will be demobilized

## **6 Distribution of Commodities to Community Points of Distribution (C-PODS)- ESF 1**

### **6.1 Oregon Department of Transportation (ODOT)**

- ODOT will coordinate the maintenance and provision of transportation and transportation assets. This includes the transportation of personnel, materials, goods, and services to emergency sites, and supporting evacuation and re-entry operations for threatened areas.
- ODOT provides coordination of State and civil transportation maintenance, repair, and technical assistance to State agencies, local jurisdictions, tribal governments, volunteer organizations and non-governmental organizations requiring transportation to perform disaster assistance missions.
- Following the guidelines of ESF 1, the Oregon Department of Transportation (ODOT) would have the lead role in ensuring the safe and prompt transportation of commodities to local points of distribution, as requested. ODOT preparedness, response, and business continuity activities are described in the ODOT Emergency Operations Plan. ODOT also maintains Oregon's Strategic Highway Network Plan (Annex P of ODOT EOP) which contains coordination procedures for supporting military deployments while managing civilian traffic during national security emergencies.
  - Components of ODOT assistance to mass distribution efforts include:

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ODOT maintains an extensive radio network allowing direct communications with ODOT personnel in the field. The ODOT radio network is accessible from the OERS Communications Center and both the RDC and ODOT Transportation Operations Center (dispatch) in Portland, Salem, Central Point, and Bend.

- ODOT Rail Division

## 6.2 Oregon Department of Aviation

- The Oregon Department of Aviation is in charge of those aviation-related aspects as referred to in the ODOT Emergency Operations Plan
- Responsible for airport assessment for state staging areas pre and post disaster.
- Maintains contact and coordination with private air contactors (helicopter heavy lift companies).

## 7 Management of the Provision of Resources

- This includes emergency relief supplies and equipment, telecommunications, personnel, contracting services and transportation services required for immediate disaster response activities. It also provides logistical and resource support for requirements not specifically addressed in other ESFs.
- OEM will track the status of committed resources involved in the incident using emergency management system software.
- Following the guidelines for ESF 7 established in the State EOP, OEM with the assistance of the Oregon National Guard (if deemed necessary) , and the Department of Administrative Services (DAS) share the primary responsibility for management of mass commodities.
  - **OEM's responsibilities in mass commodity distribution:**
    - ≡ OEM is responsible for the coordination and tracking of requests for resources and assigning state agency mission tasks to support these requests.
    - ≡ OEM is responsible for coordination of communication to/from FEMA and state agencies to request additional resources.
  - **The Oregon National Guard** can provide commodity-oriented support in the following areas:
    - ≡ Material Handling

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- ⌘ Forklift Operators
- ⌘ Transportation of supplies and resources
- ⌘ Commodity managers (Supply and logistics specialists)
- ⌘ Inventory control
- ⌘ CPOD and staging area labor
- ⌘ Staging Area Support staff and leadership team
- ⌘ Slingload teams
- ⌘ Aerial transport (Fixed wing and rotary)
- ⌘ In-transit visibility support

All Oregon National Guard support is availability and capacity based

- **Department of Administrative Services (DAS)** monitors the financial costs of providing resources to a disaster including costs of providing state agency support, purchasing or contracting goods and services, transportation, and above normal staffing. DAS is also responsible for leased facilities and assuring that state-required reporting and accounting practices are followed.
- The **Oregon Department of Transportation** has a support role in the management of provision of resources.
  - ⌘ Upon OEM Request, and with the assistance of the Oregon State Police, provide support with staging and transport of emergency relief supplies and equipment.
  - ⌘ Provide ODOT resources to support emergency relief supplies and equipment, telecommunications, personnel, contracting services, and transportation services required for immediate disaster response activities.

## 8 Community Point of Distribution

- A Community Point of Distribution (C-POD) is used to provide commodities directly to the public. C-PODs are temporary locations at which commodities are distributed directly to those affected by the emergency situation and in need of assistance.
- Counties are responsible for identifying, activating, and staffing C-PODs

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- C- POD supply and resupply requests are handled through OEM via county request. OpsCenter is used to track the status of committed resources involved in the incident.
- Deliveries to C-PODs will be from the Staging Areas.
- For safety, C-PODs are normally open 12 hours each day and are re-supplied at night.
- Planning Guidelines: The following are general information and common planning factors that, if used by all, will help in coordinating and communicating consistent information about C-PODS to the public during the planning and response process.
  - C-POD supply information (from USACE):
    - ⌘ Water: 3 liters or 1 gal per person (3.79 liters per gal)  
18,000 liters or 4,750 gal per truck  
20 Pallets per truck, 900 liters per pallet, 237 gal per pallet, 1900 lbs per pallet  
212 Trucks = 1 million gal
    - ⌘ MREs: 2 MREs per person per day  
21,744 MREs per truck load  
12 MREs per case, 1812 cases per truck  
46 truck loads = 1 million MREs
    - ⌘ Ice: 8 lbs (1bag) per person per day  
40,000 lbs per truck load  
20 Pallets per truck, 2000 lbs per pallet, 250 – 8 lbs bags per pallet, 5000 bags per truck  
25 Trucks = 1 million lbs  
(May vary seasonally)
    - ⌘ Tarps: 4,400 tarps per truck load  
Tarp size is generally 20' x 25'
  - Distribution Point Planning: The following are assumptions used for distribution planning:
    - ⌘ Those needing assistance 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 will receive the following:
      - 2 or 3 bags of ice

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- 1 case of water (9 – 12 liters)
  - 6 MREs
  - 1 tarp
- ⌘ 1 truck load of ice and water will serve 1,660 vehicles or about 5000 people.
- ⌘ 1 truck load of MREs will serve 3,624 vehicles or about 10,000 people.
- ⌘ 1 truck load of tarps will serve 4,400 vehicles or about 4,400 homes.
- ⌘ Commodities may be needed to be provided to other locations than CPOD's such as shelters and mobile kitchens.
- ⌘ Shelters and Mobile Kitchen Requirements:
- ⌘ Shelters will require a mixed load of commodities consisting of 3 pallets water, 1 pallet ice, 1 pallet MREs per 500-person facility.

Mobile kitchens require 2 trailers of water and 1 trailer of ice per 10,000 meals per day per site.

## 9 Appendices

### 9.1 Identified County C-POD Locations

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