



Cal OES

GOVERNOR'S OFFICE
OF EMERGENCY SERVICES

Distribution Management Plan



**Logistics Management
Disaster Logistics External Support
Branch
2023**

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Plan

1.0 Introduction

Purpose

The Distribution Management Plan (DMP) is required to be integrated with the State of California Emergency Plan (SEP) and California Emergency Support Function 7, Resources (CA-ESF 7) Annex in accordance with Federal guidelines.

The DMP enables State partners to strengthen capabilities before a disaster and enhance capacities to distribute resources to survivors during and after a disaster. By documenting procedures for delivery of critical resources to disaster survivors, the time to put commodities in the hands of survivors is expedited.

Scope

The information contained within the DMP are intended to complement and enhance the procedures, hazards, and contingencies outlined within the SEP, and each published California catastrophic plan. The DMP focuses on the preparedness, response, and recovery phases of emergency management including operations at the State Operations Center (SOC), and various Logistic Staging Areas (LSA) throughout the State.

The seven functional distribution planning elements below are used to provide effective and efficient distribution of critical resources to disaster survivors:

1. Requirement Defining
2. Resource Ordering
3. Distribution Methods
4. Inventory Management
5. Transportation
6. Staging
7. Demobilization

Background

The DMP is required to be integrated with the SEP in accordance with Federal guidelines. The SEP is a requirement of the Emergency Services Act (ESA) and is defined in Government Code §8560. The California Governor's Office of Emergency Services (Cal OES) reviews the SEP, its supporting annexes and plans on a three-year cycle. Future SEPs will be completed in coordination with state agencies, local governments, relevant stakeholders, and use the whole of community approach to ensure all Californians are represented and supported during disaster.

Objectives

- To establish a framework through which supply chain resilience and commodity distribution will be managed prior to, during, and after an emergency occurring within California.
- To incorporate the Standardized Emergency Management System (SEMS) concepts, principles, practices, and language.
- To capitalize on the lessons learned from previous disasters, incorporate plans, programs, and policies that have emerged since the last published SEP.

Connection to Other Resources

This plan shares concepts found in logistical annexes of the State's catastrophic plans. Including:

- Southern California Catastrophic Earthquake Plan (2022)
- Northern California Catastrophic Flood Response Plan (2018)
- Bay Area Earthquake Plan (2016)
- California Cascadia Subduction Zone Earthquake and Tsunami Response Plan (2013)
- Cal OES Logistical Staging Area Standard Operating Procedure (SOP) (2020)

[Catastrophic Planning | California Governor's Office of Emergency Services](#)

Roles and Responsibilities

Cal OES Logistics Management

The Logistics Management focuses on managing and coordinating resources to support government and private sector operations. Responsible for maintaining mission-critical operations after an emergency by providing the logistical planning, synchronization, accountability, and delivery of resources needed to support California's catastrophic disaster plans.

Cal OES Disaster Logistics Section

Disaster Logistics Section (DLS) is responsible for building logistical capabilities across the State, ensuring available warehousing, transportation, and delivery of supplies in the most efficient manner possible. Collaborating with local, State, and Federal emergency management partners ensure a truly integrated approach.

CA-ESF-1: Transportation

The California Department of Transportation (Caltrans) is the primary agency for CA-ESF 1.

- They provide assessments of multimodal transportation infrastructure systems. Coordinates with rail, transit, aviation, and maritime partners on damage assessments within those sectors.
- Operates as liaison with USDOT and their administrations regarding the status of transportation systems.
- Provides transportation policies and guidance as needed.
- Coordinates State agency plans, procedures, and preparations for route recovery, traffic regulation, and interagency aviation support.

CA-ESF 7: Resources

The Department of General Services (DGS) serves as the primary agency for CA-ESF 7.

- DGS develops contingency contracts for procurement of services, materials, and supplies and implements emergency procurement and supply procedures.
- Assists with fleet administration and dispatch functions and may coordinate travel and lodging.
- In coordination with and in support of Cal OES, maintains lists of qualified contractors and sources of equipment, and develops emergency procurement procedures for services, materials, and supplies.

2.0 Pre-Disaster

The State of California understands that a combination of local government response and Non-Governmental Organizations (NGOs) will assume initial mass care and shelter responsibilities immediately after an event occurs. The CA-ESF 6, Mass Care and Shelter planning factor is up to 10% of the impacted population will require care services such as sheltering and Point of Distribution (POD) support, with up to 10% of the sheltering population requiring Access and Functional Needs (AFN) support.

Based on the anticipated impacts to the population, the Logistics Section works in partnership with CA-ESF 7 to supplement local and NGO efforts in providing lifesaving and sustaining, and emergency protection resources such as food, water, cots, blankets, generators, and flood fight materials.

Warehouse and Stockpile Management

In preparation for a no-notice event, Cal OES maintains a northern and southern California warehouse, transportation contracts, and assets. This capability allows the DLS to deploy commodities and equipment as needed in preparation for potential disasters.

Assessment of State and Local Capabilities

While local capabilities vary considerably throughout the State, each catastrophic plan considers local capabilities contained within that plan when identifying resource requirements. As a general strategy, the State assumes that during disasters local governments may require State and Federal government to provide resources to support the total impacted population. Based on this assumption, after an incident occurs, the State identifies the impacted population, local government, and private sector capacity to support survivor requirements, and seeks to procure, deliver, or stage the resources required throughout the duration of the incident.

In 2012, California participated in the [Federal Emergency Management Agency \(FEMA\) Logistics Capability Assistance Tool \(LCAT\)](#) workshop. The assessment uses a standardized approach and validated measurement criteria to understand California's readiness to respond to disasters, assess strengths and weaknesses, and identifies programmatic areas for improvement. The assessment evaluates the overall logistics operations for a state and has two components: preparedness, and response and recovery.

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- Preparedness focuses on program management, core preparedness functions, and inventory management.
- Response and recovery are focused on identifying resources, ordering, acquisition, mobilizing, tracking, reporting, demobilization, and reimbursement.

Statewide Staging Area Identification and Assessment

The DLS actively identifies facilities, resources, and requirements to effectively operate LSA's in all operational areas. Each Operational Area (OA) is reviewed for the ability to establish a potential staging area(s) as well as responder base camps, and the ability to use air, marine, or rail modalities for transportation.

Logistics Planning

The DLS has worked with CA-ESF 7 partners to develop the following planning factors, featured in joint Cal OES and FEMA Catastrophic Plans.

Example Planning Factors

	Southern California Catastrophic Earthquake Plan (2022)	Northern California Catastrophic Flood Response Plan (2018)	Bay Area Earthquake Plan (2016)	California Cascadia Subduction Zone Earthquake and Tsunami Response Plan (2013)
Number of survivors requiring support	2.725 million	752,000	5 million	109,000
Meals (Daily)	5.45 million	1.5 million	3.5 million	218,000
Water (Liters) (Daily)	8.175 million	2.258 million	15 million	327,000
Cots	225,000	250,000	330,000	35,000
Blankets	450,000	500,000	660,000	70,000
NOTE: Cal OES may adjust these planning factors dependent on the disaster and/or available resources				

Warehouse/Inventory Management

At the time of the LCAT assessment, the State had very limited amounts of commodities kept on-hand to support rapid response efforts and was highly dependent on just in time procurement to support commodity delivery. Several State agencies, including Cal OES, developed commodities caches throughout

several areas of the State. To test the effectiveness of this strategy, these caches have been utilized during several recent disasters.

Prepositioning of Resources

The State, working with OA's, will preposition resources at an agreed upon location prior to an incident that is projected to exceed the local government's ability to meet the immediate needs of the population. This can happen regardless of an official request and is based on situational awareness and operational prudence.

3.0 Disaster Response

At the onset of a disaster or a planned event (such as the Super Bowl) that is projected to exceed the local government's ability to meet the immediate needs of the population, Cal OES, DLS may:

- Activate the Disaster Logistics Planning Cell.
- Activate personnel to support field operations.
- Activate CA-ESF 7 supporting agencies.
- Support local or regional operations by staging/deploying resources including staff, to the incident area.
- Reinforce last mile distribution capabilities in a geographical area.
 - Last mile refers to the final movement/transportation of commodities or equipment to the end user/requestor.
- Engage Cal OES Regions and other Cal OES Directorates to liaise with tribal and local governments to identify potential logistical gaps and shortfalls.

Deployment of Resources Prior to, and During an Emergency

The decision to dispatch resources prior to an emergency will be at the discretion of the Director of Cal OES, the Deputy Director of the Logistics Management, the SOC management team, or Branch Manager of DLS. During an incident the SOC Logistics Section Chief coordinates with Disaster Logistics Management on the distribution of resources and commodities.

For information regarding the dispatching of resources in and out of LSA's or the State's strategic caches, please refer to the Cal OES Logistics Staging Area SOP.

Pre-scripted Mission Requests

Pre-scripted Mission Requests are requests are standard operating procedure for the creation of staging areas, commodity movement, and other equipment requests. They are based on previous disaster responses and experience used to expedite deployment. These can be actioned quickly and are based on known commodity types and equipment needs.

Emergency Purchases

Emergency purchases are a type of purchase(s) for disaster related items and may be completed via agency issued procurement cards, or via The DGS Procurement Division without the need for standard procurement rules during steady State operations. This expedited purchasing power enables the logistics

teams and agency partners to quickly meet the needs of the impacted OA(s). [Public Contract Code, § 1102](#) defines an emergency as "a sudden, unexpected occurrence that poses a clear and imminent danger, requiring immediate action to prevent or mitigate the loss or impairment of life, health, property or essential public services."

State Contracts

The State of California has pre-existing contracts to obtain goods and services. These contracts are managed by the DGS. All contracts can be searched at the California E Procurement website at <https://www.caleprocure.ca.gov/pages/index.aspx>. The list below gives examples of the variety of State contracts that may be utilized.

- **Transportation:** these contracts can be used to move large amounts of equipment and commodities in and out of a disaster area to include trucks, flatbeds, rail cars, boats/ships/ferry's, aviation, and other forms of transportation. This may also include standby drivers and/or transportation management consultants to augment operations.
- **Emergency Staffing:** If an incident or disaster exceeds Cal OES and DGS purchasing and contracting capacity, then the State will activate partner offices, agencies, and departments to make up the staffing shortfall. Emergency Hiring (E-Hire) may be considered to bolster the State's ability to meet contracting and procurement requirements.
- **Feeding:** The CA-ESF 6 maintains a feeding services list that includes vendors, state agencies, and faith-based and community organizations for disaster survivors within community shelters.
- **Fuel:** It is assumed in several of the catastrophic plans that fuel storage, delivery, and distribution may be severely impacted. Cal OES, along with its CA-ESF partners will work to secure emergency fuel for various missions to ensure continuity of government, safety, and security of its citizens.

Vendor Deconfliction

Cal OES and DGS work to crosswalk suppliers with counties, State agencies, and Federal partners to leverage vendor relationships and capacities.

Vendor Redundancy

The State works with CA-ESF 7 partners to establish relationships with multiple vendors providing commodities and resources commonly required in response and recovery.

Integration of the Federal General Services Administration (GSA)

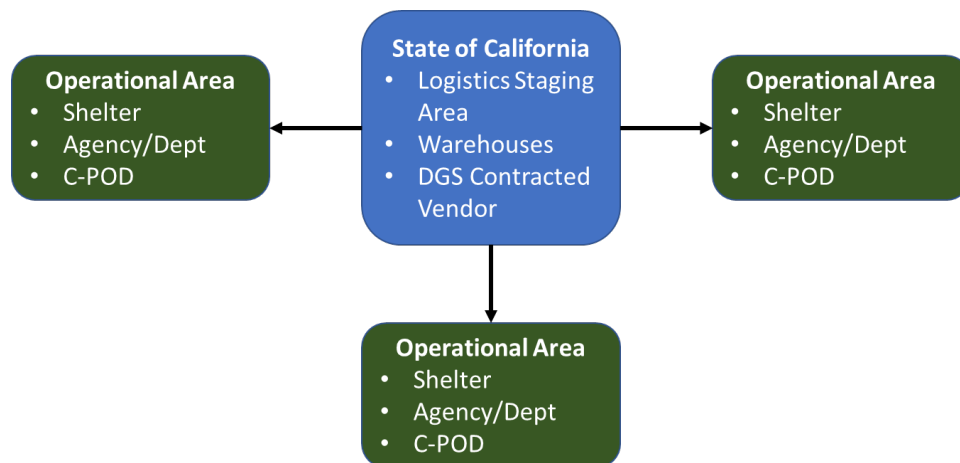
The GSA schedules may be used as required. The GSA contracts for goods and services can be viewed at

<https://www.gsaadvantage.gov/advantage/main/startpage.do>

FEMA Resource Request Forms (RRF's)

RRF's are submitted to address resource and commodity shortfalls. The State will submit the RRF to FEMA for approval and fulfillment. This fulfillment process is used when State procurement, contracting, and/or mutual aid cannot meet the shortfall. RRF's are also used to request specialized Federal assets.

Distribution Concept



Cal OES and its partners follow a hub-spoke distribution concept in which the State will deliver to the following recipients from the vendor or State warehouses:

- **To the LSA(s):** Once a LSA is established the area becomes a hub for the state to transport resources directly to the requestor.
- **From the LSA(s) to the Operational Area Agency/Department:** State or Federal entities may deliver commodities to OAs. Distribution to survivors (PODs, feeding sites, and shelters) is the responsibility of local government. At the OA level, capability to distribute commodities varies considerably, and may be impacted. State, Federal and NGOs must be prepared to support and conduct distribution operations.

- **LSA Direct Delivery to Requestor:** Direct delivery limits the points of contact the commodity passes through before reaching its destination. This process allows the State to deliver critical commodities directly to the resource requestor such as a shelter, Commodity Point of Distribution (C-POD), or temporary sites as needed by the requesting OA.

Breaking Bulk vs. Truckloads

As required, LSA staff will breakdown bulk deliveries and deliver specific commodity counts to meet the request(s). This supports requestors by limiting the need for asset management, property control, and addresses storage limitations at the point of delivery.

When appropriate, the State will deliver a truckload of commodities to the requestor. However, this most often requires that the product be unloaded at the point of delivery to facilitate a timely return to the point of origin.

Transportation Methodology

Cal OES utilizes a multimodal approach to deliver resources and commodities throughout the State. When deciding upon the mode of transportation considerations include, capability, speed, and cost.

Access Strategy

The central response concept involves gaining access through a multimodal transportation strategy. This access strategy is the key enabler for a logistics operation that facilitates mass care, medical support, and infrastructure recovery.

Execution of this access strategy to enable logistics involves activation, assessment of the situation, and development of an initial plan for the coordinated movement of response resources to staging areas within and near the incident. To provide flexibility and redundancy, the overarching logistics strategy is to bring response and recovery resources to the incident area using multiple modes (air, marine, and surface transportation).

Gateways

The national and international freight gateways for California are the seaports, airports, international border ports of entry, and major highway border points with neighboring states. All the goods and services that enter or leave the State pass through these points. Each gateway needs to function efficiently, minimize delay, ensure safety and security, and minimize

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transaction costs, without creating impacts on neighbors. Each gateway requires specific actions and projects to address its unique needs.

Corridors

During pre-planning and/or post event, Disaster Logistics will work with CA-ESF-1 to understand emergent transportation corridor impacts and adjust distribution strategies as required. One tool used for this purpose is the Caltrans Traffic Management Portal.

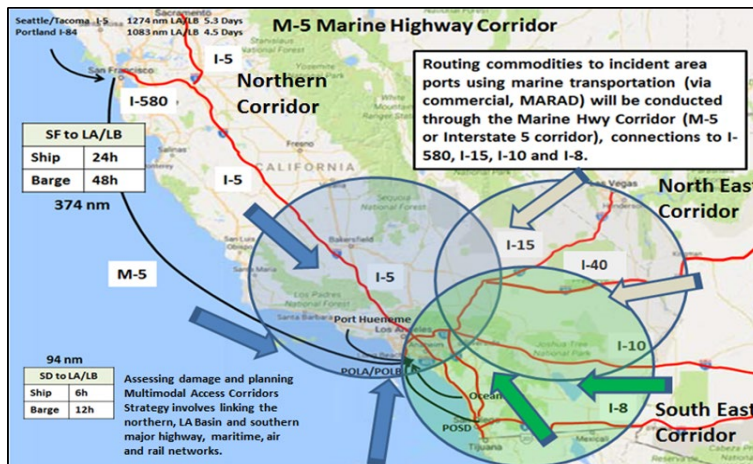
Links:

- <https://quickmap.dot.ca.gov/>
- [Transportation Management Plan | Caltrans](#)

While the corridor approach helps plan for response activities, the incident itself will dictate if a particular corridor can be used. Coordination with those inside the impacted area(s) is critical to adjust corridors on a continual basis between the various modes of transportation.

The corridor system manages the movement coordination elements in a way that a purely modal organization does not. No single mode (air, land, or sea) has all the means to deliver, stage, and distribute resources.

Example: Southern California Access Strategy (Blue, Gray and Green Corridors)



Blue Corridor: Primary access uses I-5 South, S-101 South, and I-110 North directly into the Los Angeles basin, and the marine transport M-5 Corridor from the north.

Grey Corridor: Primary access uses I-15 west from Las Vegas NV and I-40 west from northern AZ directly into the Inland Empire and Los Angeles basin.

Green Corridor: Primary access uses I-10 West from Phoenix AZ and I-8 West from Tucson, AZ to San Diego, CA then north to the LA basin or Inland Empire.

Ground Operations

Use of ground transportation is most common due to cost and time required to mobilize. Ground transportation is always required as it satisfies the "Last Mile" of delivery. In large response efforts that require LSA's, Cal OES utilizes emergency contracting to acquire trucking fleets and fleet managers. These contracts may be established and managed by Cal OES or CA-ESF 7, but the fleet is managed by Cal OES. This allows for the most effective use of the resources and right-sizing of the fleet based on operational need.

Rail Operations

Utilization of rail cars to transport equipment and commodities are required when transportation infrastructure is severely impacted. Working with our Federal partners (Department of Defense (DOD), FEMA Region 9), Cal OES will engage with rail operators to schedule delivery of resources. Cal OES Logistics works with CA-ESF 1 Transportation and other stakeholders to establish this transportation framework.

Note: A LSA may be established to support this operation for mission processing, tracking, and staging of inbound/outbound resources, and for the temporary workspace or lodging of personnel assigned to the operation.

Air Operations

Airlifts enables the rapid delivery of limited quantities of resources over long and short ranges. However, it is the most expensive mode of transportation and should be used only if no other alternatives are available, or if immediate mission needs dictate. Factors such as accessibility to survivors and the urgency of resource requirements must also be considered. At the onset of an emergency, air operations may be the only way to reach survivors quickly.

Maritime Operations

Utilization of maritime resources to move equipment and commodities will be required in catastrophic incidents. Due to the significant lead time required to mobilize this modality, Cal OES Logistics will activate this transportation framework as required. Maritime movement have been determined to work for OAs that may be only accessible by sea or have limited road/rail access. It may be used to deploy large amounts of commodities and equipment, in fewer shipments compared to road, rail, or air movements.

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Note: A LSA may be established to support this operation for mission processing, tracking, and staging of inbound/outbound resources, and for the temporary workspace or lodging of personnel assigned to the operation.

4.0 Disaster Recovery & Demobilization

Once the stabilization of the disaster response has begun, Cal OES and its partners will begin to right size, retrograde, and demobilize from the disaster. This will result in the gradual termination of contracts, return of deployed personnel, resources, and assets, and the transition to recovery programs at the State and Federal levels.

Decision Points and Indicators

Every incident or emergency impacts different hubs or points of the supply chain. As these come back online, the State will work to transition the provided support of communities back to the local government, private sector, traditional supply chains, and NGO's.

Right Sizing of the Mission

Evaluating the quantity of Mission Requests and burn rates (how quickly commodities are used or distributed over time) at LSA's, and C-PODs allows the State to assess the geographic health of the supply chain. As requests to the State become less frequent, either at the operational level or for the incident in general, right sizing of the mission begins. The underutilized resources are reassigned where needed or are returned to their points of origin. The release of resources strengthens the State's operational readiness and returns capabilities to the private sector leading to a more effective recovery.

Property Reconciliation

Using established property accounting methodology, staff assigned to manage inventories and resources report the disposition, quantities, and owners of the resource. This data is used to plan an effective demobilization of all resources and commodities to their final disposition.

Site Close Out

At the field level, once physical assets of the facility or site have been demobilized, recordkeeping and reporting requirements are fulfilled. Retrofit and rehabilitation is completed if required. Field staff will complete a final walkthrough with site operators to ensure the satisfactory release of the site or facility.

Reimbursement

DLS will use Cal OES and FEMA guidelines for reimbursement requests. These established guidelines, along with document and cost tracking, will be uploaded into the State procurement system, Fi\$Cal and recorded with their appropriate programs. Required documentation including receipts and justifications for expenditures are submitted with all requests for reimbursement. For personnel, all time reporting and travel expense claims are submitted to management and Cal OES Finance and Administration for review and approval.

Final Records and Reporting

All records related to the incident are collected and stored per the State's record retention guidelines established by the [State Administrative Manual \(SAM\)](#).

After Action Reporting

The ESA requires Cal OES to cooperate with involved State and local agencies and complete an after- action report (AAR) within 120 days after each declared disaster. This AAR shall review public safety response and disaster recovery activities and made available to all interested public safety and emergency management organizations.

Clean and Replenish Kits

All utilized resources, commodities, and supplies, including response kits will be cleaned, inventoried, and restocked for future deployments. This will occur prior to demobilization, as feasible, to ensure a rapid deployment of resources in the future.

Appendix A: Glossary of Terms & Acronyms

Term	Meaning
AFN	Access And Functional Needs
CA-ESF	California Emergency Support Function
DGS	California Department of General Services
DLS	Disaster Logistics Section
DMP	Distribution Management Plan
E-Hire	Emergency Hire
EMPG	Emergency Management Performance Grant
ESA	Emergency Services Act
GSA	General Services Administration
LCAT	Logistical Capabilities Analysis Tool
LSA	Logistics Staging Area
MMAA	Master Mutual Aid Agreement
NGO	Non-Governmental Organization
OA	Operational Area
POD	Point of Distribution
RRF	Resource Request Form
SEMS	Standardized Emergency Management System
SEP	State Emergency Plan
SOC	State Operations Center

Appendix B: Authorities and References

Authorities

- [California Emergency Services Act](#)
- [California Disaster Assistance Act](#)
- [Title 19, California Code of Regulations § 2400](#), Standardized Emergency Management System (SEMS)
- [Title 19, California Code of Regulations § 2570](#), Disaster Service Worker Volunteer Program (DSWVP)
- [California Disaster and Civil Defense Master Mutual Aid Agreement](#)
- [Title 42, United States Code § 121](#), Robert T. Stafford Disaster Relief and Emergency Assistance Act

References

- [State Emergency Plan](#)
 - [CA-ESF 7, Resources Annex](#)
- [FEMA Distribution Management Plan Guide 2.0](#) (2022)
- [Southern California Catastrophic Earthquake Plan](#) (2022)
- [FEMA Supply Chain Resilience Guide](#) (2019)
- [Northern California Catastrophic Flood Response Plan](#) (2018)
- [Bay Area Earthquake Readiness Plan](#) (2016)
- [Cascadia Subduction Zone Earthquake and Tsunami Plan](#) (2013)
- [Cal OES Memorandum: Standard Statewide Evacuation Terminology](#) (2020)
- [California Disaster Recovery Framework](#) (2019)
- [State of California Alert and Warning Guidelines](#) (2019)
- [Cal OES Disaster Logistics Webpage](#)

Appendix C: Plan Maintenance

The DMP will be reviewed annually along with a formal review every five (5) years by the Cal OES Disaster Logistics Section (DLS). It will be amended to reflect changes at any time during this period under the direction of the Director, Chief Deputy Director, or the Deputy Directors for the Response or Logistics Management, or under the recommendation of an AAR. All changes shall be noted in the Record of Changes page within the DMP and distributed to the Response Operations Section members for concurrence.

The DMP will be submitted to the FEMA Region IX annually as an Emergency Management Performance Grant requirement.

The DMP will be hosted on the Cal OES Disaster Logistics Library.