



**Cal OES**

GOVERNOR'S OFFICE  
OF EMERGENCY SERVICES

# Distribution Management Plan



Logistics Management Directorate  
Disaster Logistics External Support  
Branch  
**2024**



## Contents

---

<b>1.0 Introduction .....</b>	<b>1</b>
1.1 Purpose .....	1
1.2 Scope.....	1
1.3 Background.....	1
1.4 Objectives .....	2
1.5 Connection to Other Resources .....	2
1.6 Roles and Responsibilities.....	2
<b>2.0 Distribution Plan Elements .....</b>	<b>5</b>
2.1 Requirements Defining .....	5
2.2 Resource Requesting .....	8
2.3 Contracting and Procurement .....	10
2.4 Distribution Methods.....	12
2.5 Transportation .....	14
2.6 Logistical Staging Areas .....	17
2.7 Resource Demobilization .....	18
<b>Appendix A: Acronyms .....</b>	<b>21</b>
<b>Appendix B: Authorities and References.....</b>	<b>23</b>
Authorities.....	23
References .....	23
<b>Appendix C: Plan Maintenance.....</b>	<b>24</b>
<b>Appendix D: Coordination with the Maritime Industry .....</b>	<b>25</b>

## 1.0 Introduction

---

### 1.1 Purpose

The Distribution Management Plan (DMP) is a plan supplement to the California State Emergency Plan (SEP) and a reference source for the California Emergency Support Function (CA-ESF) 7, Resources 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 after a disaster. By documenting procedures for delivery of critical resources to disaster survivors, the time needed to place commodities into the hands of survivors is reduced.

### 1.2 Scope

The emergency logistics information contained within the DMP is intended to complement and enhance the policies, procedures, and systems outlined within the SEP, and each of the published California catastrophic plans. The DMP focuses on the preparedness, response, and recovery phases of emergency management including activities at the State Operations Center (SOC), and various Logistical 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

### 1.3 Background

The SEP is required by the Emergency Services Act (ESA) and is defined in Government Code §8560.

Cal OES reviews the SEP, supporting annexes and plans on a three year cycle. Revised drafts of future SEPs will be completed in coordination with state agencies, local governments, and other stakeholder groups as part of a whole community planning process.

## 1.4 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 the State of 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 revision to the SEP.
- To ensure logistical distribution of commodities and supplies meet the needs of culturally diverse communities that may experience disproportionate impacts from a disaster.

## 1.5 Connection to Other Resources

This plan shares concepts found in logistical annexes of the state's Catastrophic Plans. Including:

- California Cascadia Subduction Zone Earthquake and Tsunami Response Plan (2013)
- Bay Area Earthquake Plan (2016)
- Northern California Catastrophic Flood Response Plan (2018)
- Southern California Catastrophic Earthquake Plan (2022)
- Cal OES Logistical Staging Area SOP (2024)

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

## 1.6 Roles and Responsibilities

### **Cal OES Logistics Management Directorate**

The Logistics Management Directorate focuses on managing and coordinating resources to support government and private sector operations. It is 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**

The Disaster Logistics Section is responsible for building logistical capabilities across the state, ensuring effective warehousing, transportation, and delivery of supplies in the most efficient manner possible. Collaborating with state, local,

tribal, and federal emergency management partners ensures a truly integrated approach.

### **Department of General Services (DGS)**

DGS is the delegated primary department for both CA-ESF 3 and 7. The DGS Office of Risk and Insurance Management (ORIM) serves as coordinator and lead planner for these CA-ESF's.

#### **CA-ESF-7 - Resources**

- Develop Leveraged Procurement Agreements (LPA) and contingency contracts for procurement of services, materials, and supplies.
- Implement emergency procurement and supply procedures and dedicate personnel to support Cal OES procurement activities.
- Assist state agencies with procuring materials, supplies, and equipment.
- Maintain and have available up-to-date building information and plans for state owned buildings.
- Provide for and/or negotiate leased emergency facilities for state agencies displaced by disaster.
- Provide for and/or negotiate leased emergency facilities for response and recovery operations.

#### **CA-ESF-3 – Public Works and Engineering**

The CA-ESF 3 Construction and Engineering function organizes the capabilities and resources of state government to facilitate the delivery of services, technical assistance, engineering expertise, construction management, inspection of critical infrastructure, and other support to local jurisdictions. These activities are essential to addressing the emergency needs of communities through all phases of emergency management.

### **California State Transportation Agency**

The California State Transportation Agency (CalSTA) is the coordinating agency for CA-ESF 1 Transportation. Its two subsidiary departments, the California Department of Transportation (Caltrans) and the California Highway Patrol (CHP), are the primary and supporting departments that oversee and patrol transportation infrastructure across the state for CA-ESF 1.

### **CA-ESF-1 – Transportation**

Transportation operations during an emergency response include the coordination between local governments that need assistance and state and federal resources that can be activated. Local transportation policies and plans are used to manage transportation systems and prioritize the movement of relief of personnel and supplies during emergencies within a multimodal transportation system. The state-level activities support local response and coordinate federal partners to facilitate robust recovery capabilities.

Multimodal refers to the availability of multiple transportation options, especially within a system or corridor necessary to maintain the safety and security of the California Transportation System and related infrastructure. The modes of transportation include state surface roads, maritime, railroad, and aviation.

Note: The CA Public Utilities Commission (CPUC) through its Rail Transit Safety Branch has safety and security regulatory authority over all rail transit and other public transit fixed-guideway systems under Public Utilities Code Section 99152 and other statutes.

## 2.0 Distribution Plan Elements

---

### 2.1 Requirements Defining

#### Planning Factors

The State of California understands that a combination of local government response and Non-Governmental Organizations (NGO) will assume initial mass care and shelter responsibilities immediately after an event occurs. The CA-ESF 6, Mass Care and Shelter planning factor is that 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.

California mainly experiences no-notice events such as fires, floods, and earthquakes. The Operations Section in the State Operations Center (SOC) depends on quickly identifying resource needs based on the number of people evacuated, numbering sheltering in place, and the number requiring sheltering support. The status of critical infrastructure systems including power and water conveyance systems, along with key facilities such as hospitals, ports, shelters, and private sector infrastructure providing life sustaining resources and services are also used to identify potential unmet needs.

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

#### SEMS Regions and Operational Areas

The Standardized Emergency Management System (SEMS) is the system required by [Government Code Section 8607\(a\)](#) for managing emergencies involving multiple jurisdictions and agencies. SEMS consists of five organizational levels, which are activated as necessary:

1. Field response
2. Local government
3. Operational area
4. Regional
5. State
6. Federal



For additional information regarding SEMS visit the link below:  
[Standardized Emergency Management System](#)

### **Assessment of State and Local Capabilities**

While local capabilities vary considerably throughout the state, each state catastrophic plan considers local capabilities described within that plan when identifying resource requirements. As a general strategy, the state takes the position that during disasters local government may require state and federal government to provide resources to support the total impacted population. Based on this strategy, 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 for the State of California to understand the State's readiness to respond to disasters, assess strengths and weaknesses, and identify programmatic areas for improvement. The assessment evaluates the overall logistics operations for a state and has two components: preparedness, and response and recovery.

- 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.

As a result of the LCAT, the following recommendations were identified as focus areas to build on the state's existing logistics capabilities:

### **Staging Area Identification**

The Disaster Logistics Branch actively identifies facilities, resources, and requirements to effectively operate Logistical Staging Areas (LSA) in all Operational Areas (OA). The Disaster Logistics Branch works closely with its CA-ESF 7 partners on LSA operations during disasters and utilizes that experience to develop and maintain an LSA standard operating procedure (SOP).

### **Develop Point of Distribution (POD) Concept of Support**

The Bay Area Urban Areas Security Initiative (UASI), a 12-county area representing the greater San Francisco Bay Area, developed a Point of Distribution (POD) Manual in 2014. The manual provides guidance to local and state officials to support the distribution of life-sustaining commodities (food and water) to the public following a catastrophic incident. The standards contained in the document may be applied by any and all jurisdictions throughout the state.

The Cal OES Disaster Logistics Branch has focused its POD efforts on supporting local government's requirements and capabilities for POD support as part of the planning efforts for the four catastrophic plans.

### **Develop a Comprehensive Commodity Transportation Plan**

Transportation plans have been developed as part of the planning efforts for the four catastrophic plans.

The state has established and formalized an Air Coordination Group, led by CA-ESF 1 Transportation, to effectively manage air transportation.

Trucking contracts have been put in place by key state entities that require immediate transportation services.

### **Logistics Planning**

The state has continued to strengthen its disaster logistics planning capabilities by establishing two Disaster Logistics Teams, which are comprised of experienced planning and logistics staff. The teams are developing and maintaining standard operating procedures and programs related to contingency camps, field offices, equipment maintenance, site selection surveys, and a logistics training workshop.

The Disaster Logistics Branch worked with its CA-ESF 7 partners and the Cal OES Planning Branch to draft logistical annexes for two catastrophic plans including the recently updated Southern California Catastrophic Earthquake Plan. Current planning efforts are focused on logistics staff supporting the update of the catastrophic base line.

### **Commodity Inventory**

In 2012, at the time of the LCAT assessment, Cal OES had very limited amounts of commodities kept in established caches for rapid response efforts. The state was highly dependent on just in time procurement to support commodity delivery.

Since that time, Cal OES and other state agencies have built several commodity caches located in strategic locations throughout the state. These caches have been used extensively in several recent disasters and have proven the effectiveness of this strategy.

### **Direct Impacts to Western United States Petroleum Fuel Flow**

California's oil refineries produce more than 90 percent of the transportation fuels needed to service California and the southwestern region of the United States. Marine imports supply approximately five percent of the remaining fuel demand. Transportation fuels servicing the southwestern states is transferred via pipeline. There are 13 refineries in the state located in Los Angeles County, Kern County, and the San Francisco Bay Area, all of which are susceptible to seismic activity along major fault lines. A catastrophic earthquake, whether in the San Francisco Bay Area or Southern California, would directly impact fuel supplies in the state and throughout the southwestern region.

To help mitigate potential impacts to the interstate fuel flow, Cal OES established the Fuels Task Force co-chaired by Cal OES and the California Energy Commission. The Fuels Task Force is working with the fuels industry, local government, and other stakeholders to coordinate fuel supply and distribution during a major incident. In addition, the state's Fuels Set-Aside Program (FSAP) allows the Energy Commission to direct petroleum production and storage facilities to set aside fuel for emergency response activities. If necessary, California may also implement a program to make bulk purchases of imported fuels through DGS.

### **Pre-scripted Support Requirements**

The state maintains four catastrophic disaster plans that detail pre-scripted support requirements for incidents that are hazard specific and geographically focused (refer to Annex D of each plan). These plans are available on Cal OES' [planning webpage](#).

## **2.2 Resource Requesting**

### **Resource Management**

The State coordinates and supports the resource management process that plans, implements, and controls the efficient flow of goods, services, resources, and related information from point of origin to point of consumption.

Activating a logistics team for field operations maintains the processes and plans for ordering internal resources and commodities, while deploying state resources and commodities supports response and recovery operations from state caches in Northern or Southern California.

### **Field Logistics Activation Criteria**

At the onset of a disaster or a planned event (such as the Super Bowl) that will likely exceed local government's ability to meet the immediate needs of the population, the Disaster Logistics Branch may:

- Activate the Disaster Logistics Planning Cell.
- Activate personnel to support field operations.
- Support local or regional operations by staging/deploying resources including staff, to the incident area.
- Bolster last mile distribution capabilities in a geographical area.
- Engage Cal OES regions and programs to liaise with tribal leaders and local governments to identify potential logistical gaps and shortfalls.

### **Dispatching 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, Deputy Director of Logistics Management, SOC management team, or Branch Manager of Logistics Management. 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 LSAs or the State's strategic caches, please refer to the Cal OES Logistics Staging Area SOP.

**Catastrophic Plan Mass Care and Shelter Support Requirements**

	Southern California Catastrophic Earthquake Plan (2022)	Northern California Catastrophic Flood Response Plan (2017)	Bay Area Earthquake Plan (2016)	California Cascadia Subduction Zone Earthquake and Tsunami Response Plan (2013)
Number of survivors requiring support	2.725 million	752.5K	5 million	109K
Meals (Daily)	5.45 million	1.5 million	3.5 million	218K
Water (Liters) (Daily)	8.175 million	2.258 million	15 million	327K
Cots	225K	250K	330K	35K
Blankets	450K	500K	660K	70K

**2.3 Contracting and Procurement**

**Emergency Purchases**

[Public Contract Code, Section 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 maintains pre-existing contracts and LPAs to obtain goods and services. These contracts are managed by the California Department of General Services (DGS). These contracts can be searched at the California E Procurement website at <https://www.caleprocure.ca.gov/pages/index.aspx>.

## **Federal General Services Administration (GSA)**

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

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

### **IT Goods and Services:**

An emergency as defined by [Public Contract Code, Section 12102\(b\)](#): "the goods and services are needed in cases of emergency where immediate acquisition is necessary for the protection of the public health, welfare, or safety."

### **Non-IT Goods:**

An emergency as defined by [Public Contract Code, Section 10302\(a\)](#)"...where immediate purchase of goods without bid is necessary for the protection of the public health, welfare, or safety..."

Departments are not required to conduct competitive solicitations when the determination has been made that acquisitions are needed on an emergency basis, where immediate acquisition is necessary for the protection of the public health, welfare, or safety.

Emergency contracts are exempt from the NCB justification process. Contracts issued because of an emergency may be entered into immediately. However, such contracts are subject to otherwise applicable statutory approval requirements and the reporting requirements.

An emergency is further defined and divided into the following classifications:

- An emergency purchase in response to a natural disaster, i.e. fire, flood, earthquake.
- An emergency purchase not in response to a natural disaster, i.e., purchase of goods needed to manage drought conditions.

### **Emergency Staffing**

If an incident or disaster overwhelms purchasing and contracting capacity, authorized offices, agencies, and departments will be leveraged. Emergency hiring (E-Hire) may be considered to bolster the state's ability to meet contracting and procurement requirements.

### **Vendor De-confliction**

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 Resources' partners to establish relationships with multiple vendors providing commodities and resources commonly required in response and recovery.

### **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 mutual aid cannot meet the shortfall. RRF's are also used to request specialized federal assets.

### **State Procurement and Contracting**

Resource requests submitted to the state from local government are fulfilled by CA-ESF 7 Resources' partners under the leadership of DGS. Resources are filled through either procurement, contracts, or by utilizing existing state-owned assets.

### **Pre-scripted Resource and Service Requests**

The Disaster Logistics Section has pre-scripted resource and service requests to expedite resource ordering. These requests are typed, based on NIMS typing nomenclature and include Type I, Type II, and Type III packages for LSA operations. Additional pre-scripted requests are currently in development for Base Camps, Point of Distribution (POD), etc.

### **Feeding Contracts**

CA-ESF 6 Care and Shelter maintains a list of entities that provide feeding services including vendors, state agencies, and faith based and community organizations for disaster survivors within community shelters.

## **2.4 Distribution Methods**

### **Commodity Delivery to Operational Areas**

State or federal entities may deliver commodities to the 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.

### **Delivery to Operational Area End Points**

The state can direct deliver and or utilize staged resources, material handling equipment (MHE) and commodities at an LSA to support county POD operations. Responsibility for the identification, activation, staffing and management of POD's rests with the county or jurisdiction. If required, the state will provide support to POD operations. State transportation resources used to deliver commodities to POD's should be unloaded and returned to their point of origin as soon as possible to maximize the resource's effectiveness.

### **Direct Delivery**

This limits the number of hands the commodity passes through before reaching its destination, the state can deliver critical commodities directly to the resource requestor.

### **Delivery from an LSA**

Once an LSA is established the area becomes a hub for the state to transport resources directly to the requestor.

### **Break Bulk vs Truckload**

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

### **Prepositioning of Resources**

Where an incident, such as a winter storm, is expected to overwhelm the local response capability, the state may preposition resources at an agreed upon location prior to the incident. This can happen regardless of an official request and is based on situational awareness and operational prudence.

### **Shelter Feeding**

Shelter feeding operations are established by CA-ESF 6 and include California Department of Social Services, California Department of Public Health, and the California Health and Human Services Agency.



Shelter feeding can be fulfilled by NGO's or the California Department of Corrections and Rehabilitation's mobile feeding kitchens. These feeding kitchens may be supplemented by the California Conservation Corps feeding units, feeding contracts established with local vendors, or emergency shelf stable meals (short term solution).

### **Commodity Points of Distribution**

Commodity Points of Distribution (C-POD) are temporary locations where life sustaining commodities, such as emergency meals and water, are distributed to members of the public. This will most likely include two emergency meals and three liters of drinking water per person per day. Other commodities such as blankets and comfort kits may also be distributed using the C-POD model. C-PODs are managed and operated by local governments with support from the state.

For additional information see the [Bay Area UASI Point of Distribution Manual](#)

## **2.5 Transportation**

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 strategy to gain access to areas impacted by disaster is to install a speed to scale, speed to last mile, and multimodal hub and spoke distribution network using available multimodal corridors. This access strategy is the key enabler for a logistics operation that facilitates mass care, medical support, and infrastructure recovery.

Execution of this strategy involves an 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 air, marine, and surface modes of transportation.

### **Gateways**

The national and international freight gateways for California are the state's 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 nodes. Each gateway needs to function efficiently, minimize delay, ensure safety and security, and keep transaction costs to a minimum, all without creating impacts to neighboring states. Each gateway requires specific actions and programs to address its unique needs.

### **Corridors**

During pre-planning and post event, Disaster Logistics will work with CA-ESF 1 Transportation to understand emergent transportation corridor impacts, adjusting 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](#)

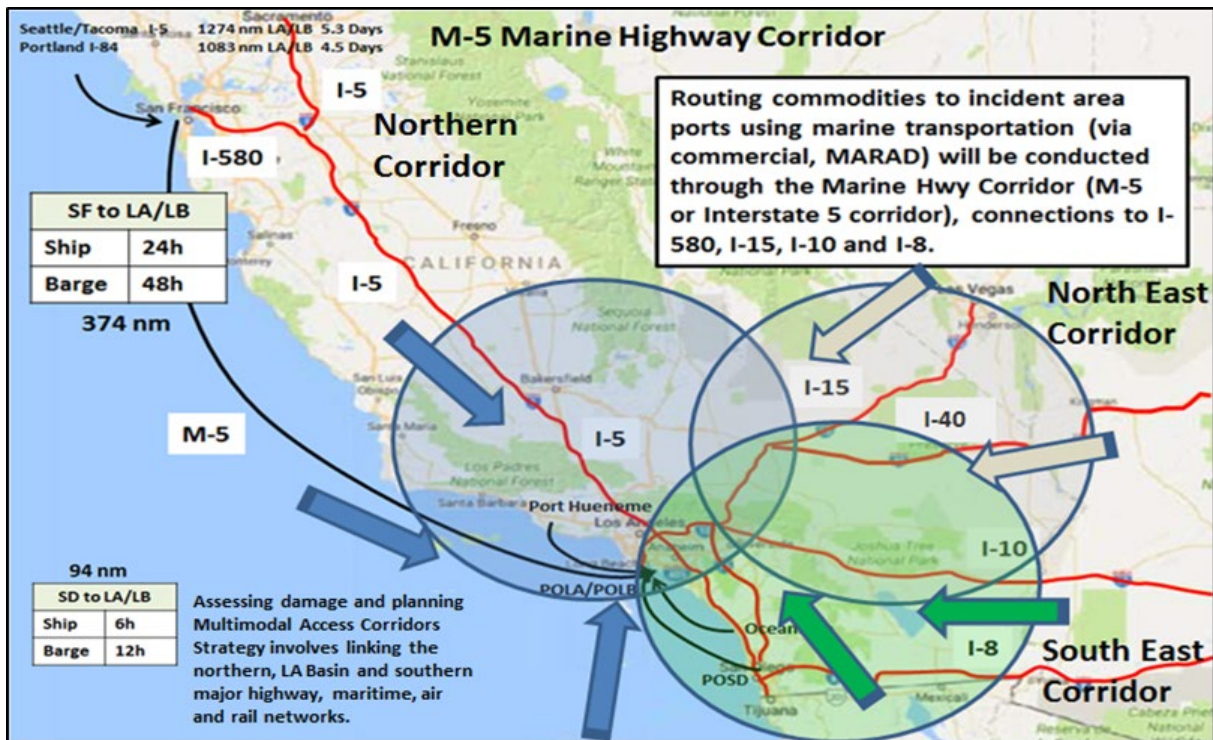
Connected to each gateway are one or more highway or rail corridors that provide regional, state, intra-regional, intra-state, and national connectivity. For the highway system, the corridors are part of the federal Primary Freight Network or are on the State Freight Network.

While the corridor approach is used to plan for response activities, the incident itself will dictate if a particular corridor can be used as envisioned. Coordination with those inside the impact area must be maintained 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 of the means to deliver, stage, and distribute resources.

The corridor approach outlined above calls for distribution (last mile) to shift to state control and then private sector. Aligning the response concept to private sector capability support will speed recovery. A strategy that can accommodate local government and private sector would be ideal.

**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.

**Last-Mile Connections**

Linking many of the gateways and corridors are “last mile” connectors which provide the final segment to the delivery stream. These roadways to ports, commercial airports, ships, and pipelines are essential.

**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 will utilize emergency contracting to acquire trucking fleets and fleet managers. The contract may be established and managed by Cal OES or CA-ESF 7 while the

fleet is managed by Cal OES. This allows for the most effective use of the resources and timely right sizing of the fleet based on operational need.

### **Rail Operations**

Utilization of rail cars to transport equipment and commodities may be required when transportation infrastructure is severely impacted. Working with our federal partners (Federal Railroad Administration (FRA), Department of Defense (DOD), and 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 private sector stakeholders to establish this transportation framework.

An LSA may be established contiguous to this operation for mission support, coordination, and tracking inbound and outbound resources. The LSA may also provide shelter and feeding of personnel assigned to the operation.

### **Air Operations**

Airlift enables the rapid delivery of limited quantities of resources and teams 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 immediate mission needs dictate. Factors such as accessibility to survivors and the urgency of resource needs and response must also be considered. At the onset of an emergency, an air bridge is often the only way to safely reach survivors quickly.

### **Maritime Operations**

Utilization of maritime resources to move equipment and commodities may be required in catastrophic incidents. Due to the extended timeframe required to mobilize these resources, Cal OES Logistics will activate this transportation framework as required.

An LSA may be established contiguous to a maritime operation for mission processing, tracking inbound and outbound resources, and allowing for the sheltering and feeding of personnel assigned to the operation.

## **2.6 Logistical Staging Areas**

In the event of, or prior to an emergency or incident that requires the staging of resources or commodities, Cal OES will deploy staff to build out and manage an LSA. A staging area is a temporary location for resources awaiting tactical assignment. An LSA will be used to support Mass Care operations such as shelters and PODs by providing life sustaining commodities to survivors including, but not

limited to, water, food, cots, and blankets. LSA's may be utilized to support response activities for flood fighting, firefighting, and health or medical incidents. The LSA provides a standardized mechanism to receive, manage, stage, and distribute large quantities of resources.

For additional information regarding LSA operations and procedures please review the [LSA SOP](#)

## 2.7 Resource Demobilization

**Demobilization** is the orderly, safe, and efficient return of an incident resource to its original location and status.

**Logistical Recovery** involves the final disposition of all resources when resources are:

- Rehabilitated
- Replenished
- Disposed of
- Retrograded

### Decision Points and Indicators

Every incident or disaster impacts different hubs or nodes of the supply chain. As those come back online the state will work to transition the provided support of communities back to the private sector, traditional supply chains and NGO's.

### 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 retrograde of all resources and commodities to their final disposition.

### Right Sizing the Mission

Evaluating the quantity of mission requests and burn rates at LSA's and C-PODs allows the state to assess the effectiveness of the emergency supply chain. As requests to the state become less frequent either at the operational level or for the incident in general, right sizing operations 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.

### **Organizational Shut Down**

At the field level, once physical assets of a facility or site have been retrograded, recordkeeping and reporting requirements are completed and finalized. 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**

- External: Using established guidelines for reimbursement, all procurements including those using the streamlined emergency procurement process are uploaded into the state financial Information System known as Fi\$cal. These emergency transactions are recorded in their appropriate programs. Required documentation including receipts and justifications for expenditures are submitted with all requests for reimbursement.
- Internal: All time reporting and travel expense claims are submitted to program management and the Cal OES Travel Unit for review and approval.

### **Final Records and Reporting**

All records related to the incident are collected and stored in their respective programs based on established record retention guidelines established by the [State Administrative Manual](#) (SAM).

### **State Agencies and Local Government Reporting**

SEMS Regulation [Section 2450 \(a\) SEMS Regulations California Code of Regulations, Title 19, § 2450](#)

- (a) Any city, city and county, or county declaring a local emergency for which the governor proclaims a state of emergency, and any state agency responding to that emergency shall complete and transmit an after-action report to Cal OES within ninety (90) days of the close of the incident period.
- (b) The after-action report shall, at a minimum:
  - Be a review of response actions taken.
  - Application of SEMS.

## Cal OES - Distribution Management Plan

- Suggested modifications to SEMS.
- Necessary modifications to plans and procedures.
- Identified training needs.
- Recovery activities to date.

### **State After Action Report Coordinated by Cal OES**

[Emergency Services Act \(ESA\), Article 9.5, Government Code Section 8607\(f\)](#)

The Office of Emergency Services shall, in cooperation with involved state and local agencies, complete an after-action report within 120 days after each declared disaster. This report shall review public safety response and disaster recovery activities and shall be 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 future rapid deployment of resources as needed.

## Appendix A: Acronyms

Term	Definition
AFN	Access And Functional Needs
CA-ESF	California Emergency Support Function
CalSTA	California State Transportation Agency
Cal OES	California Governor's Office of Emergency Services
Caltrans	California Department of Transportation
CHP	California Highway Patrol
C-POD	Commodity Points of Distribution
DGS	California Department of General Services
DMP	Distribution Management Plan
DoD	Department of Defense
E-Hire	Emergency Hire
EMPG	Emergency Management Performance Grant
ESA	Emergency Services Act
FEMA	Federal Emergency Management Agency
FRA	Federal Railroad Administration
FSAP	Fuel Set-Aside Program
GSA	General Services Administration
LCAT	Logistical Capabilities Analysis Tool
LPA	Leveraged Procurement Agreement
LSA	Logistical Staging Area
MMAA	Master Mutual Aid Agreement
NGO	Non-Governmental Organization
OA	Operational Area
POD	Point of Distribution
RRF	Resource Request Form



## Cal OES - Distribution Management Plan

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](#)
- [19 CCR § 2400](#), Standardized Emergency Management System (SEMS)
- [19 CCR § 2570](#), Disaster Service Worker Volunteer Program (DSWVP)
- [California Disaster and Civil Defense Master Mutual Aid Agreement](#)

### References

- [Cal OES Disaster Logistics Webpage](#)
- [State Emergency Plan](#)
  - [CA-ESF 1, Transportation Annex](#)
  - [CA-ESF 7, Resources Annex](#)
- [Southern California Catastrophic Earthquake Plan](#) (2022)
- [Northern California Catastrophic Flood Response Plan](#) (2017)
- [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)

## Appendix C: Plan Maintenance

---

The DMP will be reviewed annually along with a formal review every five 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 Directorate under the recommendation of an After-Action Review. All changes will be noted on the Record of Changes page within the DMP and distributed to the Cal OES Response Operations Section for situational awareness and implementation.

Additionally, the DMP will be submitted to the FEMA regional office annually as an Emergency Management Performance Grant (EMPG) requirement.

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

## Appendix D: Coordination with the Maritime Industry

The Disaster Logistics Branch must be able to use all methods of transportation available to meet the needs of Operational Areas and other government agencies during emergencies. Maritime transport is the transportation of people and cargo via waterways using primary and secondary maritime transportation vessel types.

California has eleven major commercial ports covering 1000 miles of coast and is home to three of the largest ports in the nation.

### Ports in California

Humboldt Bay Harbor District	Port of Hueneme
Port of Long Beach	Port of Los Angeles
Port of Oakland	Port of Redwood City
Port of Richmond	Port of San Diego
Port of San Francisco	Port of Stockton
Port of West Sacramento	

### Critical Port Partners

US Coast Guard, District 11	US Department of Transportation MARAD
Fed/State ESF- 1 - Transportation	FEMA Region 9
Fed/State ESF- 7 – Resources	CalOES Regional Response Operations
Port Authorities	Cal OES Homeland Security, Maritime
Port Stevedore Services	Marine Exchange (Bay Area & SoCal)

Critical port infrastructure is aligned to support the movement and transfer of people, cargo, and vehicles from waterborne vessels to on ground piers. Each maritime port has different capabilities with some primarily off-loading containerized cargo, some ports off-loading roll on and roll off cargo and break-bulk cargo using cranes, and others can accommodate all three. These facilities, combined with their large truck capacity, make California ports viable for meeting emergency response and recovery needs. Using the maritime

infrastructure and industry in conjunction with the ground transportation infrastructure will enhance recovery of California community supply chains.

Maritime operations are highly regulated by the Federal Government and administrated by United States Coast Guard. The 11<sup>th</sup> Coast Guard District encompasses all the ports in the State of California and is a valuable partner. The U.S. Coast Guard mission is to ensure the nation's maritime safety, security, and stewardship. The Coast Guard Marine Transportation System Recovery Unit (MTRSU) evaluates port facilities and recommends actions to the Captain of the Port.

Federal and state Emergency Support Functions (ESF) 1 Transportation and ESF 7 Resources provide structure for coordinating resources in their related functions. FEMA and Cal OES use ESFs through all phases of emergency management by bringing together discipline specific partners to collaborate and support response and recovery. Coordinators from Cal OES Homeland Security, Critical Infrastructure, and Ports and Harbors Programs provide valuable guidance related to the maritime industry.

Local port authorities are individual governance entities with jurisdictions in the eleven publicly owned commercial seaports in the state. There are three types of port governance. Ports may be administered as departments of their host cities and governed by Harbor Commissioners appointed by the city council; created as Special Districts comprised of multiple jurisdictions; or governed by a publicly elected Board of Commissions. The port authority is the host agency of the port and partner agencies within the OA.

Maritime equipment and operators are highly specialized resources. Due to port oversight, emergency and support operations must be coordinated with private sector representatives with the certification and licensing for the job. Each cargo has specific guidelines for loading and unloading, especially fuel. The use of the maritime transportation system requires notification and planning with maritime partners. Coordination of resource delivery to the piers, transloading of cargo to the vessel and transloading from ship to shore. Private sector emergency contracting will always be the best practice. The three elements are a safe area and method of loading a vessel which can support and transport the cargo and a safe area and method of off-loading the cargo.

Maritime transportation is best suited when the ground infrastructure and airport infrastructure is severely compromised or when large cargo capacity is needed. When bridges and roadways are impassible, and airports are unusable,

## Cal OES - Distribution Management Plan

humanitarian aid, response personnel, and equipment can be moved by inland waterway or sea waterway conveyance. Large cargo capacities provide a floating warehouse of resources (commodities, vehicles, personnel, and fuels) that can be stored pier side and off loaded in bulk or stored and used as space becomes available. For immediate response needs coordination with critical port partners will be required.