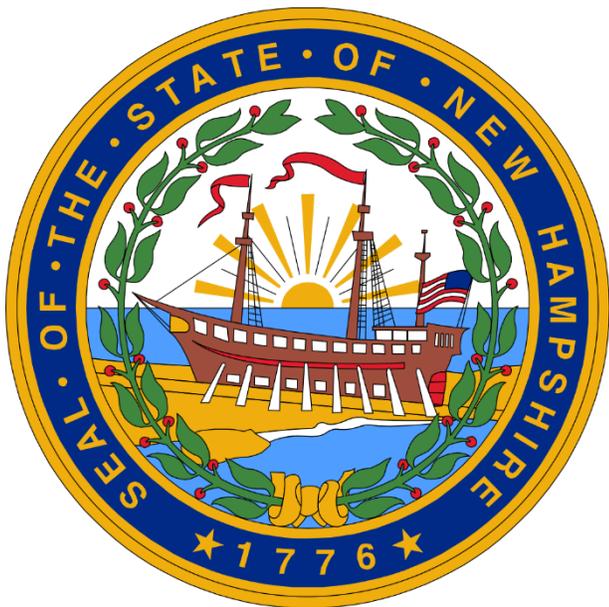


New Hampshire Commodities Distribution Annex



July 2015

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LETTER OF AGREEMENT

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ACRONYMS AND ABBREVIATIONS

ADA	American with Disabilities Act
the Annex	Commodities Distribution Annex
ARF	Action Request Form
CPODs	Commodity Points of Distribution
DHS	U.S. Department of Homeland Security
DoIT	NH Department of Information Technology
EMA	emergency management agency
EMAC	Emergency Management Assistance Compact
ERMS	Enterprise Resource Management System
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
FSA	Federal Staging Areas
GSA	General Service Agreements
HSEM	The Division of Homeland Security and Emergency Management
ICS	Incident Command System
IEMAC	International Emergency Management Assistance Compact
IMAT	Incident Management Assistance Team
IMT	Incident Management Team
ISBs	Incident Support Bases
MHE	Material Handling Equipment
MOU	Memorandum of Understandings
MREs	Meals Ready to Eat
NGOs	Non-Governmental Organizations
National Guard	New Hampshire National Guard
NHDOT	New Hampshire Department of Transportation
NHSP	New Hampshire State Police
NIMS	National Incident Management System
NRF	National Response Framework
PIO	Public Information Officer

New Hampshire State Commodities Distribution Annex

SEOC	State Emergency Operations Center
SEOP	State Emergency Operations Plan
SLSAs	State Logistics Staging Areas
SOP	Standard Operating Procedure
TC	Transportation Coordinator
THIRA	Threat and Hazard Identification and Risk Assessment
USACE	United States Army Corp of Engineers
VOAD	Volunteer Organizations Active in Disaster
Working Group	Commodities Distribution Working Group

CHAPTER I - INTRODUCTION

This Commodities Distribution Annex (the Annex) to the State Emergency Operations Plan (SEOP) establishes a strategic framework of policies and procedures for the State of New Hampshire as well as other public and private non-profit organizations for emergency commodity distribution operations in response to an event that disrupts the retail supply of such commodities.

As stated in the SEOP, " [New Hampshire intends to]...provide assistance in an expeditious manner to save lives and to protect property in the potential or event of a disaster or significant emergency." Recognizing the difficulties and impediments to providing life sustaining commodities in the aftermath of a catastrophic event, the Division of Homeland Security and Emergency Management (HSEM) has developed this Annex.

Commodities are defined most generally as food and potable water but for the purposes of this annex is more broad based and can be any material item that is deemed necessary to be disseminated in a large scale. This annex is designed to be a strategic document to structure a framework to determine if a Commodities Point of Distribution Site(s) (C-POD) is necessary as a result of a natural or man-made event.

The New Hampshire Department of Health and Human Services - Emergency Services Unit has a fully established Medical Point of Distribution (MedPOD) Plan with designated Public Health Regions and Coordinators. The implementation of the C-POD plan shall generally mirror the MedPOD plan and utilize the existing structure and agreements of the Public Health regions to include but not limited to sites, staffing, logistical considerations, etc. The Strategic National Stockpile (SNS) Coordinator or person that has specific knowledge of the SNS plan may be designated as the point person for the implementation of the MedPOD plan under these circumstances.

PURPOSE AND SCOPE

Purpose

- a) The Annex is a Function-Specific Annex to the State of New Hampshire – New Hampshire State Emergency Operations Plan (SEOP – September 2014). The Annex supersedes the Draft Commodities Distribution Plan (DRAFT 2009).
- b) The Annex establishes an operational framework and the policies and procedures by which the State will coordinate the emergency acquisition, staging, and/or distribution of commodities as deemed necessary by the event that has taken place. These commodities could be but is not limited to

- shelf-stable meals, potable water or any other item required that is not available through local retail businesses.
- c) The Annex does not supersede existing local resource, logistics or commodity distribution plans, but rather is designed to supplement and support them.
 - d) To facilitate effective operations, the Annex follows the National Incident Management System (NIMS), the Incident Command System (ICS), and the Emergency Support Function (ESF) structure as outlined in the U.S. Department of Homeland Security (DHS)'s National Response Framework (NRF).
 - e) The responsibility to review, modify as needed, and implement this Annex rests with HSEM. At a minimum this Annex will be reviewed annually or at the discretion of the Director of HSEM.

Scope

- a) The body of the Annex is strategic and details authorities, responsibilities, and capabilities of the State of New Hampshire and its agencies.
- b) The Annex describes a system for effective use of the State of New Hampshire's resources as well as private sector resources necessary to properly distribute life sustaining commodities to municipalities.
- c) The appendices of the Annex are operational and provide resources, processes, checklists and job aids designed to be used as needed during Annex activation.
- d) The Annex is scalable, using the FEMA Typing system for C-PODS, allowing the State to provide the appropriate level of commodities distribution under all differing types of disasters.
- e) The Annex is intended as a decision-making tool that identifies frameworks and available resources for State officials to utilize during disruptive events; reducing response time and creating more efficient and effective responses.
- f) Relevant State agencies and Emergency Support Function (ESF) partners should annually review, train on, and exercise the Annex. The Annex and the States Commodity Distribution capabilities should be continually built upon and enhanced. The responsibility for training this plan will lie in a cooperative effort between HSEM and NHDHHS-ESU.
- g) The Annex follows NIMS, ICS, and NRF guidelines, and incorporates the ESFs and other functional groups.
- h) This Annex is intended to be responsive to and compliant with all American with Disabilities Act (ADA) and Section 504 guidelines and regulations. It is

the intention of HSEM and the State of New Hampshire to provide equal access to emergency services and programs to all persons.

- i) The State will facilitate the logistics of moving commodities to appropriate locations deemed best to serve a region or locality. This Annex does not provide for movement of commodities at or to the individual level.
- j) Commodities at the local level may be distributed by Local Emergency Management Directors utilizing the C-POD Typing System and layouts or through the activation of the Public Health Networks and their associated plans.

SITUATIONAL REVIEW

A significant natural, man-made, or technological disaster has disrupted the private sector supply of food and/or water to a majority of the population (The New Hampshire Threat and Hazard Identification and Risk Assessment [THIRA] and the State of New Hampshire Hazard Mitigation Plan have a complete assessment of hazards and risks). Estimates indicate the supply will be disrupted for an extended period thereby creating a wide variety of needs that must be addressed by emergency service personnel and emergency management officials.

ASSUMPTIONS

- A significant natural, man-made, or technological disaster has disrupted the private sector supply commodities to a significant portion of the population within a region of the State or the entire State.
- Distribution of emergency commodities to the public is the responsibility of local jurisdictions in coordination with the State.
- Municipalities will exhaust local resources before requesting assistance from the State. The Annex will be activated when the municipal demand for commodities has exceeded capacity
- A detailed and credible common operating picture will not be achievable for 24 to 48 hours (or longer) after the incident. As a result, response activities may have to begin without the benefit of a detailed or complete situation and critical needs assessment.
- A disruptive incident may produce environmental impacts that severely challenge the ability and capacity of state governments and communities to achieve a timely recovery. Local and state-owned resources may be exhausted quickly, resulting in competing priorities for supplies.

- At a minimum, the State may take up to 24 hours to establish and implement capability for commodity distribution.
- Federal commodities may not be available for the first 72 hours, or longer following a disruptive incident.
- Conditions under which distribution takes place are blocked or expected to be adverse and may include widespread sustained power outages, debris impeded transportation network, excessive heat or cold weather conditions, high incidence of disease, lack of access to health care and general conditions of population insecurity.
- The population that requires commodities may include the general population, stranded visitors, commuters or others.
- The following characteristics may increase the likelihood that an individual will suffer diminished access to life-sustaining commodities during a disruption:
 - Age 65 years and older, or 4 years and younger.
 - Functional needs.
 - Serious chronic health condition or multiple conditions.
 - Living near, on, or below the poverty line.
 - Language barriers.
 - The inability to leave the area and take refuge with friends or relatives.

CHAPTER II - BACKGROUND

The State is comprised of urban, suburban and rural areas. The population of urban areas fluctuates greatly depending on day and time. The disruptive event could be advance notice or no-notice. The situation could be highly disruptive to the region and require other emergency responses (e.g., category 2 hurricane) or could be specific to the commodity supply (water contamination). For these reasons the Annex must be responsive, flexible, and scalable. It identifies resources and systems, but it is ultimately up to the EOC Command Staff to implement the distribution approach.

The distribution process is based on the National Commodities Distribution Framework (Appendix A) developed by the Federal Emergency Management Agency (FEMA) and the United States Army Corp of Engineers (USACE). The Framework is outlined in greater detail in Appendix A. The Framework establishes a model for estimating commodity needs based on impacted population as well as jurisdictional response capabilities. It defines the process for requesting assistance from FEMA.

The distribution approach includes State Logistics Staging Areas (SLSAs) likely located at RSS locations to receive and breakdown bulk commodities, which are then delivered to the communities for distribution to the public in need or made be available to be picked-up depending on the need and circumstances of the event

These needs may be classified into one of two categories which are terms taken from FEMA guidance: agent-generated demands and response-generated demands. Agent-generated demands are those needs that are made evident by the hazard itself (shelter, food, water, etc.). These are problems that result directly from the disaster agent (flood, hurricane, earthquake, etc.). Agent-generated demands become evident when a disaster occurs or immediately after a disaster has occurred.

Response-generated demands are those needs that become apparent as individuals, organizations and communities attempt to respond to agent-generated demands (staging areas, distribution chains, first responder camps, support equipment, etc.). Response-generated demands may be equated to the logistical challenges and operations of dealing with the primary effects of disasters.

It is not uncommon for there to be widespread disruption of public utilities in the aftermath of a disaster. This disruption of electrical utilities often leads to disruption of water supply due to lack of electricity at treatment facilities and pumping stations. It is also common to find that after a disaster most normal means for purchasing food stocks will be closed as the inability to refrigerate food can cause a liability issue if the store were to remain open. Since power disruption often impacts a large portion of the population, the agent-generated demand of providing food and water to affected populations that may not have access to them on their own is one demand that will most likely require State assistance.

In order to mitigate the agent-generated demand of providing life-sustaining commodities to disaster victims, many response-generated demands must first be met. First, assistance in providing commodities for distribution must be requested by local emergency management officials from the State EOC, and the State must plan for the acquisition of these commodities. Next, it will be necessary to move large amounts of relief supplies into the State. This can be a logistically challenging endeavor. In order to accomplish this task, commodities must be received, tracked, staged, and distributed to disaster victims.

If applicable, a Governor declared State of Emergency, Department of Safety Commissioner declared Public Safety Event or a Department of Health Commissioner declared Public Health Event will provide the State access to additional resources and flexibility during a response.

The distribution approach identified in the Annex is intended to be scalable and flexible in order to provide commodities as deemed necessary by the event. Examples may include but are not limited to: tarps, cots, plastic sheeting, blankets, generators, diapers, donated goods, etc.

CHAPTER III – COMMAND AND CONTROL

Coordination of emergency response that requires the activation of the State Emergency Operations Center (SEOC) is a function of the Department of Safety, HSEM.

The Director of HSEM (in consultation with NH Department of Transportation [NHDOT] [ESF-1], Department of Health and Human Services [ESF-6 & 8], Administrative Services [ESF-7], and New Hampshire National Guard [National Guard]) is responsible for identifying resource needs, activating SLSAs, and activating the Logistics Section (as applicable). In addition, the SEOC Director will activate other ESFs as needed.

The SEOC Director may, as needed, form a Commodities Distribution Working Group (Working Group) made up of any or all of the following representatives: ESF-1, ESF-5, ESF-6, ESF - 7, ESF-8, ESF-14 and National Guard. This Working Group will be responsible for planning, coordinating, and operating any commodities distribution operations.

STATE EMERGENCY OPERATION CENTER (SEOC)

When the State activates the SEOC in response to an emergency, it is usually in support of local operations that are already underway. If the SEOC is activated, it will act as a Multi-Agency Coordination Center and is responsible for coordinating or assisting agency resources in a multi-agency or multi-jurisdictional environment.

If a catastrophic incident occurs statewide or regionally and the capability of the SEOC to coordinate resource support is overwhelmed, the SEOC may request assistance from other States or the Federal government. State-to-State assistance may be provided through the Emergency Management Assistance Compact (EMAC), or from the maritime provinces of Canada and Quebec through the International Emergency Management Assistance Compact (IEMAC). Federal assistance will be provided through FEMA.

DIVISION OF HOMELAND SECURITY AND EMERGENCY MANAGEMENT (HSEM)

HSEM is the primary agency for the maintenance and upkeep of the State Emergency Operations Plan of which this Annex will reside. HSEM will provide assistance in planning for logistical and commodities distribution operations and will facilitate the coordination of resources. Primary support agencies to the implementation of the plan include ESF-1, ESF-5, ESF-6, ESF- 7, ESF-8, ESF-14 and National Guard. HSEM will:

- Provide Logistics Section leader in the SEOC or the SLSA as required.
- Provide Deputy Logistics Section leader as required.

- Develop and maintain the SLSA Standard Operating Procedure (SOP).
- Coordinate the planning and response support for local jurisdictions.
- Support the SLSA during activation and operation including administrative office supplies and equipment; financial and accounting support; and coordination of personnel support, including transportation, lodging and feeding.
- Develop and maintain, with ESF-7, a tracking system of all resources requested and utilized during an emergency.
- Support and provide guidance to any National Incident Management Assistance Team (IMAT) or EMAC teams.
- Coordinate public communication and messaging.
- Ensure SLSA staff are trained or provided training and prepared for SLSA operations through the use of just-in-time training or job action sheets
- Support use of New Hampshire State vehicles, and/or vehicles that the State has access through via MOUs, contracts, or other arrangement, for use in operation of SLSA where practical.

Based on the type, severity and length of an event, SEOC Command Staff, with support from the Working Group, will establish the objectives for the upcoming operational period. A Logistics Chief will be designated by the SEOC Director with input from the Commodities Working Group. Upon receiving the operational period objectives, the Logistics Section and/or Working Group will prioritize resource needs as determined by the Command Staff.

Based on the level of activity, SLSAs will be staffed to meet activity requirements. The Logistics Section Chief shall identify an SLSA Manager. At the request of Operations, the Logistics Section Chief will provide the initial deployment of a qualified group to support the facility. Once this initial team is in place, the SLSA Manager will determine the appropriate level of staffing required to complete the mission. Using the guiding principles of ICS, Divisions and Branches within Logistics will be developed as needed that would handle multi-located and/or geographically dispersed SLSA operations.

EMERGENCY SUPPORT FUNCTIONS (ESFs)

Each organizational element involved in Commodities Distribution has distinct roles and responsibilities. Coordination between each element must occur throughout the time the Annex and SLSA is activated. If coordination is broken, then delivery of essential response resources will be delayed.

Transportation (ESF-1)

- Maintain available agency resource list.
- Provide SLISA support personnel and MHE, as available.
- Provide transportation coordination and transportation logistics support to ESF-7, as available.
- Provide transportation support and vehicles, as needed and available, to the Transportation Coordinator (TC).
- Support fueling operations, as coordinated.

Communications and Alerting (ESF-2)

- Maintain available agency resource list.
- Maintain communications systems and protocols.
- Provide technical support for ESF-15s public outreach and messaging.

Resource Support (ESF-7)

- Maintain available agency resource list.
- Maintain up-to-date information on State contracts, resources, and State-owned facilities.
- Manage and respond to resource and commodity requests.
- Provide direct and active support to emergency response efforts, including: locating, procuring, issuing, and transporting resources.
- Establish agreements and Memorandum of Understandings (MOU) with public and private facilities and assets that may be utilized during an SLISA activation.
- Track the cost of relief resources at the State level and develop FEMA and other reimbursement documentation.

Mass Care, Housing, and Human Services and Health and Medical (ESF-6 & 8)

- Maintain available agency resource list.

- Support HSEM in the management and execution of an activation from the SEOC.
- Respond, with ESF-7, and route mission requests for food and water.
- Staff and operate SLSAs, as needed.
- Provide public health evaluations of donated food stuffs.

Energy (ESF-12)

- Coordinate with HSEM to provide power outage data and forecasted outage durations to support preliminary distribution needs estimates.

Public Safety and Law Enforcement (ESF-13)

- Maintain available agency resource list.
- Provide security details to SLSAs, Commodity Points of Distribution (CPODs), and delivery routes, as needed.
- Support initial damage assessments of potential SLSAs to determine access and functionality

Volunteers and Donation Management (ESF-14)

- Volunteer coordination and management.
- Coordination with State and national Volunteer Organizations Active in Disaster (VOAD).
- Coordinate volunteer support staffing, as needed.
- Manage the reporting and coordination of the Private Sector Coordination and Volunteer and Donations Management Annexes.

New Hampshire National Guard (National Guard), if called to Active Duty

- Provide personnel, equipment, and facilities for logistics support, as available.

- Support community distribution operations throughout the State, as needed and available.
- Provide transportation, as needed and available.
- Provide SLSA support personnel and Materials Handling Equipment (MHE), as needed and available.
- Provide MHE operators, as needed and available.

LOCAL EMERGENCY MANAGEMENT AGENCIES (EMAs)

- Develop an actionable Commodities Distribution Plan that outlines a process and locations for distributing commodities to the general public.
- Develop a staffing protocol, employing both jurisdiction employees and volunteers as appropriate, to ensure CPOD operation within 72 hours of activation during a catastrophic incident.
- Designate CPODs throughout the jurisdiction sufficient to support the distribution of emergency bulk commodities to the public during a catastrophic incident.
- Provide the current Commodities Distribution Plan and list of CPOD locations to HSEM.
- As part of the Commodities Distribution Plan, identification of CPODs and CPOD capacities within the municipality will be required. Included in this information will be the address and GPS coordinates to each CPOD.
- Develop and annually update Points of Distribution SOPs.
- Assign responsibilities for implementing the plan to local government or support groups, and train those with responsibilities for operations within the plan.
- Request commodities and related equipment through WebEOC in a timely manner.
- Participate in daily Situation Awareness Call during activation as requested.
- Provide periodic reports on CPOD operations to the SEOC Logistics Section.
- Provide transportation to pick-up supplies as needed from the SLSA.

Municipalities should assume at least a 24-hour period between initial resource request and delivery from the State.

A municipality must have at least one CPOD staffed and equipped before the State will direct commodities to the municipality. Municipalities should pre-identify these locations and have staff plans developed prior to an event occurring.

PRIVATE AND OTHER PARTNERS

- Provide (either by donation, agreement, or contract) commodities, personnel, vehicles, and equipment, as needed.
- Provide locations for SLSAs, as needed.
- Provide logistics and distribution support, as needed.

FEDERAL AGENCIES

- For federal resources to be available to The State of New Hampshire, the President must issue a disaster declaration for the State in response to a specific event or incident.
- FEMA will begin to mobilize Incident Support Bases (ISBs) in an effort to fulfill resource requests from the federal government. These ISBs may be transitioned to Federal Staging Areas (FSAs) and their capabilities considered in operational planning when committed by FEMA.
- FEMA Region 1 has the capability to pre-stage resources, or “lean forward”, prior to a formal request from the State.
- Where possible, FEMA’s intention upon State request is to directly ship resources to SLSAs or local CPODs without breaking down the resources at the FSA.
- At the State’s request, FEMA Region I can provide a FSA Support Group (including a FEMA Staging Specialist, a representative from the U.S. Department of Transportation, and a representative from the USACE) to assess identified SLSA locations and provide support in SLSA activation and operation.
- The FSA Support Group must be on site at the SLSA for FEMA to support movement of assets following delivery to SLSAs.
- FEMA Region I will fill requests for commodities, equipment and personnel from the State made via an Action Request Form (ARF).

CHAPTER IV – CONCEPT OF OPERATIONS

All emergency incidents begin locally, and initial response is by local jurisdictions. It is only after local emergency response resources are exhausted or local resources do not exist to address a given emergency that State emergency response resources and assistance may be requested by local authorities. This holds true with commodity distribution activations.

Should the need arise for the State to activate this Annex to support local jurisdictions during an extended and extensive disruption, HSEM will activate the SEOC and coordinate all operational information sharing and resource/commodity support from that location.

In order to meet the logistical demands of a major commodities distribution response, HSEM and its partners must be prepared to funnel disaster resources into SLSAs. These SLSAs are temporary resource location sites, which are established by the Logistics Section to position and account for resources that are designated for assignment or handed over to State response agencies or local incident command/emergency management authorities.

These resources may have been acquired through use of State purchasing agreements, EMAC, or through direct federal assistance from FEMA under Categories A and B of the Public Assistance program in the event of a Presidential declaration. Regardless of origin, it is imperative that resources be tracked at a central location (either at the SLSA or the SEOC) via a Mission Task in WebEOC in order to account for them properly and track location. Should WebEOC be unavailable than all tracking will need to be done on a standardized paper form that is approved by the Logistics Chief or EOC Director.

In the context of State operations, HSEM is responsible for the facilitation of assigning an SLSA Manager to an SLSA. The SLSA Manager is responsible for managing SLSA staff, checking in all incoming resources and commodities, and dispatching resources and commodities at the Operations Section request. This includes requesting Logistics Section support, as necessary to accomplish those tasks and to support delivery to State and local incident command/emergency management authorities and municipal CPODs. The SLSA utilizes the scalable organizational ICS structure in the context of both pre-incident and post-incident functional activities.

The SLSA organization adapts to the magnitude and complexity of the situation at hand and incorporates the NIMS principles regarding span of control and organizational structure. This element may be included as a Unit/Group within the Logistics Section; a Branch may be established within a Logistics Section, when multiple sites are operating in a large-scale operation.

SLSAs are utilized to capture and synchronize the delivery of resources that HSEM operations will provide to a requesting municipality. SLSAs must be equipped and

staffed to handle the movement of assets on a 24/7 basis until the response operations cease.

ACTIVATION

Activation Threshold

The Annex is activated when the HSEM Director or the SEOC Director determines that one of the following triggers has been met:

- Disruptions (or anticipated disruptions) to the supply chain have significantly diminished public access to life-sustaining commodities, supplies or equipment and the local emergency management agency (EMA) or HSEM must manage large quantities of in-coming resources.
- Existing supply chains are overwhelmed.
- There is a desire to stage resources or commodities before or after an incident (regardless of supply chain status).
- The Governor of New Hampshire directs the State EOC to activate the Annex.

When activating the Annex, HSEM takes into account:

- Existing or expected unmet resource needs for response and recovery operations.
- The activation of municipal CPODs that must be supplied with commodities as deemed necessary by the event.
- Current or anticipated resource requests with no local or State sources of supply.
- Sustained damage or disruption to critical infrastructure that is expected to have an effect on public and private sector sourcing mechanisms, including: scope and duration of disruptions to a jurisdiction's utilities (water supply, electric grid, natural gas supply, fuel distribution and telecommunications systems).
- Damage or destruction of critical warehouse, production, and distribution facilities.
- Anticipated cascading effects to local, State, and national supply chains.
- Overall needs for resources compared against available supply.
- Existing staging operations, including FEMA's ISB and FSA capabilities for handling the influx of unmet resource needs. The SEOC continually monitors resource needs and the availability of critical commodities, supplies, and equipment.
- Accessibility of area and ability to properly track and coordinate resource delivery with the affected area.

SLSA Activation

When the State is affected by a disaster, HSEM leadership at the SEOC will determine the need to establish an SLSA to receive disaster-related commodities from Mutual Aid partners, vendors, Federal Mobilization Sites or FSAs. The SLSA will receive these disaster commodities, account for them, store commodities as required, ship commodities to municipally operated CPODs, supply commodity/equipment pick-up areas (within the SLSAs) for local EMAs or response agencies, and redirect and recover unused supplies.

The SLSA is a site at which incoming supplies are accounted for and subsequently shipped onward (by the most expeditious means available) down to the municipal CPODs or to supply commodity/equipment pick-up areas. Only the minimum amount of supplies should be off-loaded at the SLSA. The cross-loading of supplies for small sites and special trips should be considered the norm in the SLSA.

Upon determination that an SLSA will be required to supply resources and/or stage emergency relief personnel and equipment to the affected area, the Logistics Section Chief or SEOC Director will identify an SLSA Manager and task them to establish and run operations at the SLSA.

The SLSA Manager will immediately deploy to the SLSA site to conduct a site assessment and begin site preparation, including:

- Assessing damage to existing infrastructure capabilities and limitations;
- Identifying required engineering improvements;
- Determining equipment lease and/or purchase requirements; and
- Establishing commercial communications requirements.

The Logistics Chief will develop a target date/time for the SLSA establishment and report this information to the Operations Section, as needed.

The SLSA Manager will identify and task staff needed to operate the SLSA. The SLSA Manager, identified SLSA staff, other supporting agencies and/or the contracted staging-area vendor will set-up the facility.

The SEOC will be responsible for obtaining resource-needs assessments for municipalities in the impacted area. The Operation Section identifies resource needs in the impacted area through:

- Rapid Assessment Teams;
- Damage Assessment Teams;
- Field Services reports; and
- Local EMA reports.

After a needs-assessment has been compiled, the Operations Chief and the Logistics Chief, will ensure the SLSA is continuously stocked and supplied with specific resources and prioritize the distribution policy of resources for the SLSA.

Once the SLSA is declared operational, resource delivery to the SLSA will begin immediately. Operations should begin within 24 hours of the time of the reconnaissance of the proposed SLSA site.

NOTIFICATION

HSEM is responsible for notifying all agencies and organizations identified to provide support for the activation of any SLSA and involved in subsequent staging area activities. The SEOC will manage this notification process through WebEOC mission assignments and/or by telephone. Alternate means of notification may include HAM radio, satellite phone or other methods.

ACTIVITIES

Determination of Commodity and Resource Need

The ability of emergency management officials to promptly determine what resources are required to fill essential need demands following a disruption is essential. As such, it is HSEM's responsibility to work with the Working Group to determine what the requirements are and how they will be filled. The Logistics Chief must determine the staffing, equipment, staging areas, and commodities needed to effectively respond to the disruption (See Appendix D for suggested planning factors).

Initial Commodity Needs and Burn Rates

Initial commodities requirements are often difficult to accurately determine directly following a disruption. Within 72 hours of activation, a Burn Rate should be established by C-POD officials. Burn Rates are the daily calculation of the public commodities consumption rates calculated at the distribution level and then collected at the State level. Once established, Burn Rates are used to more accurately calculate the amount of commodities being consumed and anticipate the amount that will be needed on the following day.

During response operations, the State of New Hampshire will work closely with ESF-12 (Energy) to monitor the power restoration process and commodity supplies adjusted. In the event of a power outage, power providers will have a representative onsite at the SEOC.

For the model, HSEM will use the New England Red Cross branches traditional assumption that 15% of the affected population will require services. The SEOC will work with ESF-6 & 8, VOADs, and other partners to refine this assumption prior to and during an event.

By using the information provided by the model and quickly determining available power outage data, rather than waiting, HSEM can reduce the time required to activate the supply chain and stock SLSAs and CPODs.

Appendix D: Planning Factors provides a good tool for estimating the amount of food and water that will be needed based upon the number of affected population. FEMA uses a Typing System to determine the size and scope of C-PODS to distribute based on population. Local Emergency Managers will be encouraged to utilize this Typing System to determine: initial distribution rates, resource shortfalls, and external need requirements. The State of New Hampshire will require local Emergency Managers to report numbers of people that the commodity will be needed for and use this calculation to ship daily commodity requirements to local distribution points during the first 72 hours post event. After 72 hours it should be used as more of a guide, and shipments should be made based upon established burn rates and local requests.

It is the responsibility of the local jurisdiction to notify HSEM of the population affected and communicate those needs to HSEM. HSEM has responsibility to ensure enough commodities are staged to meet the needs of all affected jurisdictions as well as support the initial commodity needs calculation process. The local jurisdiction is responsible for aggregating and communicating the daily burn rate of each activated CPOD to HSEM within the required time window.

The State will provide each affected local jurisdiction 24 hours' worth of resources per day, based on incident intelligence indicating the number of people needing relief, and throughput capability of the CPODs.

The State will order a 3 to 5 day supply of each commodity needed based on the severity of the incident. Subsequent orders for additional supplies will be made based on considerations, including: return of power to affected communities, number of persons served by relief missions, ongoing incident intelligence gathered during initial response and recovery operations, and other pertinent information.

Commodity Acquisition

For non-catastrophic events, the Working Group may use commodities that are internally available to the State, can be acquired on existing or emergency contracts, donated, or via mutual aid agreements. HSEM has established MOUs with the New Hampshire Food Bank to use commodities, warehouses, and the existing distribution network.

In response to a catastrophic event, the Working Group will exhaust the above procurement methods, Federal General Service Agreements (GSA), or mutual aid agreements. If the SEOC anticipates that these vehicles will not fully meet demand, then the SEOC plans to "lean forward" and immediately notify FEMA of the potential for FEMA supplied commodities. The SEOC will "lean forward" or make the request prior to the anticipated exhaustion of available commodities or resources. This will allow the

SEOC to use available local resource (warehoused commodities, contracts, Food Bank) during the 72 hours it will take FEMA to stage commodities.

Federal Request

Once all in-state means have been exhausted, excluding mutual aid, a request will be made to the Federal Government, through FEMA, to fill excess requirements. This request can only be made following a Presidential emergency or disaster declaration has been issued for the affected area.

This request must be submitted to FEMA Region I via an Action Request Form (ARF). The SEOC will notify FEMA Region I to “lean forward” in preparation for a formal request once it is deemed likely that Federal support will be needed. The initial request to FEMA Region I will be for a three-day supply of commodities based on estimated need.

FEMA Region I plans to use Westover Air Reserve Base in Chicopee, Massachusetts, as its primary staging and distribution point of Commodities. New Hampshire will collect requested commodities from this location. If this is not feasible, FEMA will deliver commodities directly to New Hampshire’s SLSA(s).

Reimbursement

Reimbursable costs related to commodity acquisition or other procured resources during a disaster response will be managed by the SEOC with support from ESF-7 (Resource Support). It is imperative that accurate records are maintained regarding the receipt, inventory, shipment, and field movement of all resources used or passing through logistical support facilities. This includes accountability of all expendable and non-expendable property. These records and accountability procedures are required for eligibility in post-incident cost recovery.

SLSA Site Selection

The Working Group is responsible for identifying and vetting SLSA locations. SLSAs will be selected from but not limited to:

- Warehouses,
- Parks and recreational areas,
- Schools with adjacent parking,
- Athletic field parking areas,
- Civic center parking areas,
- Vacant shopping center parking areas, and
- Fairground parking areas.

In addition to the special requirements identified in the SLSA Site Assessment (Appendix B), sites will be selected based on:

- Proximity to affected population,
- Availability for use,
- Availability of services to support the SLSA,
- Access to major road and parking capabilities,
- Secured location, and
- Dry location for tents and additional support equipment.

State operated staging facilities allow for the safe and secure positioning of assets requested by the local communities. Sites should be large enough to accomplish the task of staging all resources that may be required to meet all response-generated demands within the designated area of responsibility yet confined enough to provide adequate security for both the staged commodity and personnel. In some instances, prior to the actual disaster declaration, the SEOC Command Staff may make a determination to pre-position resources in anticipation of local requests requiring timely delivery.

SLSA Sites

As SLSA sites are identified by the Working Group, they will be vetted and profiled using the SLSA Site Profile included in Appendix C. When possible this process should take place during the preparation phase prior to an event.

The Working Group will use a tiered, scalable, and flexible approach to SLSA siting, staffing, and operations. The Working Group will look to leverage existing distribution networks of public, private, and non-profit partners whenever possible to provide staging areas, as well as personnel, vehicle, equipment, and commodities. HSEM and Administrative Services are working with these groups to identify and develop emergency agreements.

Other potential SLSA options that the Working Group may explore during activation include using Pease, Manchester, and Concord Airfields, as needed, as large SLSAs supporting a network of smaller regional SLSAs or CPODs throughout the State.

The above options provide the Working Group flexibility to respond to the incident at hand and activate a distribution network that is adequate and targeted to the current need.

SLSA Site Layout/Setup

The SEOC, with support of the Working Group, will utilize model templates and standards for laying-out and setting-up the SLSA. SLSA Site Profiles will be used as a guide, but actual site layout will be dictated by the situation of the event and scale of the commodities needed. When possible, the site owner/operator will be consulted during layout and setup. Basic layout and design of Typed POD's are included as Appendices to this Annex

SLSA Activation

Once it is determined that a Commodities Distribution activation is required, numbers for affected population will need to be generated by the local emergency manager or in their absence the designated POD Manager Based on this number and geographic location of the affected population, the appropriate number of SLSAs will be opened to support the CPODs.

Prior to activation, identified sites will be inspected for damage by the SLSA staff, with support from ESF – 3 Public Works and Engineering and National Guard, to determine if designated sites cannot be used due to debris, flooding, road impediments, or other factors. If a site is not available, alternative sites will be selected by the Working Group.

SLSA Staff

The Working Group in conjunction with SEOC will identify an SLSA Manager for each activated SLSA. The SLSA Manager will be onsite at each SLSA and will be responsible for managing the SLSA and coordinating with the SEOC. The SLSA Manager will use the organizational structure and job aids to staff the SLSA. Staff roles requiring certificates or licenses (e.g., forklift operator) must be filled by personnel with the proper qualifications.

When possible, SLSA Managers should have completed the training requirements identified in Chapter 7 of this Annex prior to taking on the role.

An SLSA Manager will be designated at all SLSAs in order to facilitate an effective distribution process. This individual will be responsible for receiving all commodities that are shipped to an SLSA and signing for receipt of those supplies. They will maintain primary responsibility for coordination of distribution through the management of the SLSA Team. Additional responsibilities will include:

- Identifying any equipment shortfalls at the site and reporting those shortfalls to the SEOC.
- Ensuring effective distribution of commodities to impacted communities.
- Ensuring all personnel at the distribution center act in a polite and courteous manner while serving municipal customers.

- Reporting “burn rates” to the SEOC and working to develop future commodity needs in consultation with the Working Group.
- Ensuring that paramount importance is placed upon safety.

Logistical support staffing levels of an SLSA will be accomplished utilizing State, National Guard, and ESF 14 – Volunteers and Donation Management resources. If an insufficient number of State or National Guard personnel are available or properly trained to run the SLSA, it may become necessary to request an Incident Management Team (IMT) via the EMAC or a FEMA IMAT to operate the SLSA. In this instance a representative from the SEOC will be on site at the SLSA in the role of Logistics Liaison, coordinating between the SLSA operation and the SEOC. This Annex and the SLSA organizational structure and job aids should be provided to the assistance teams to ensure they are familiar with the State’s operational approach.

Security missions for SLSAs will be assigned at the SEOC by ESF-13 (Public Safety and Security). Additional resources provided for site security may include the New Hampshire State Police (NHSP), local police or supplementation by the National Guard personnel when directed by the Governor. SLSAs will require 24-hour security details while activated.

There are several other issues that are common to all field logistics sites that remain a local responsibility to address. These issues are as follows:

- Safety Issues – A Safety Officer will be assigned at all times at all SLSA locations. This individual will be responsible for overall security, fire, medical and life safety concerns. This includes compliance with OSHA regulations such as forklift operations and certification of operators.
- Resource Management – It is imperative that accurate records are maintained regarding the receiving, inventorying, shipment and field movement of all resources. This includes expendable and non-expendable property. Please refer to forms in the attachment section of this document.
- Risk Management – Anyone involved in disaster response and recovery needs to be concerned about managing risk and providing for the safety of emergency response personnel. There are many potential risks surrounding logistics operations and as such, it is imperative that those logistics personnel proceed with extreme caution and under the guidance of supervisors and unit leaders when they arrive in the staging area.
- Traffic Safety – is paramount when people interface with active traffic. All persons must pay close attention to traffic control and management at SLSA sites. Safety vests are critical for all persons loading or operating around vehicles. A Safety Officer must be designated at each site to monitor safety concerns and call to halt operations if a safety violation is observed.

SLSA Site Operations

The SLSA Manager is responsible for establishing the SLSA operations. Operations will most likely be on a 24-hour cycle and the SLSA may be operational for daylight hours. The SLSA Manager will use established job aids for receiving, staging, CPOD and alternative distribution, resource accountability, staff time and support resource accounting, staff reporting, and safety programs for the SLSA.

SLSA Site Demobilization

- Planning – As response activities wind down and the need for disaster resources diminishes, a decision will be made by the SEOC to shut down the SLSA. Several essential activities must be planned for and accomplished before the facility can be shut down. A Demobilization Plan must be prepared to assure all necessary activities are accomplished, including the accounting of property. It will be in writing and approved upon the concurrence of the Logistics and Operations Chief.
- Property Reconciliation – Before a Staging Area can be shut down, all property must be accounted for. This responsibility lies with the SLSA Manager, or designee. If the SLSA Manager is satisfied that all assets assigned to, or purchased on site, have been accounted for, then an orderly disposition can be accomplished.
- Asset Allocation and Relocation – Assets will first be screened to see if they will be needed elsewhere in state. Those items will be transferred to the appropriate site location in accordance with SEOC policy. The remaining items will take three different tracks: (1) retrieval, rehabilitation, retrograde and restored; (2) transfer to the issuing organization, taking the item off the SLSA Manager's property books; or (3) excessing the item through the State excess property process. All other resources will undergo a determination of use and be relocated as deemed appropriate.
- Organizational Shut Down – Once the physical assets of the facility have been planned for and/or disposed of and all other documentation such as records and reports have been completed, the remaining staff can then begin to stand down. It is important to not release personnel to other assignments until all of the activities in the demobilization plan have been accomplished. An essential part of this organizational shut down will be the retrofitting and rehabilitation of the facility used during the operation. It is important the "landlord" is satisfied with the rehabilitation of the facility before the final personnel are released.

Note: There should be a written release provided by the property owner as a part of the lease agreement. A copy of the document should be retained in the logistics disaster files.

TRANSPORTATION

Movement of resources following an incident is critical and requires planning and coordination to ensure supplies are received and distributed efficiently and professionally. ESF-7 will work with ESF-1 to manage and coordinate commodities movement. It may become necessary to identify a Transportation Coordinator (TC) to arrange over-the-road transportation for incoming and outgoing resources. The TC will utilize State, National Guard, and private transportation vendors to pick up resources from suppliers and deliver supplies to the SLSA, county receiving points, and/or county points of distribution as required.

The TC will coordinate all incident relief transportation missions originating at the State level to provide professional, efficient movement of resources following an incident.

- The TC will operate as part of the SEOC.
- The TC will coordinate with ESF-1, ESF-3, ESF-7, and ESF-13 to ensure chosen routes are passable, or to determine alternate routes.
- The TC will ensure each mission and related costs are documented and will maintain a master trip log as well as a running total of transportation costs.
- The TC will arrange transportation to:
 - Pick up supplies from suppliers.
 - Transport supplies to the SLSA, a local jurisdiction receiving point, or a local jurisdiction CPOD, as directed by the Operations or Logistics Section.
- The TC will determine the number of trips or trucks needed for given missions based on safe transportation practices including loading by weight or volume to ensure trucks are not overloaded.
- The TC will ensure all necessary information needed for shipping is included in a transportation mission and will work with the Operations or Logistics Section, the local jurisdiction EOC or EMA Director to get correct addresses and points of contact for each destination.
- The TC, in coordination with ESF-1, will obtain all necessary variances or exceptions needed to transport oversize or overweight missions, unless restrictions are waived under an Executive Order declaring a State of Emergency issued by the Governor. The TC will document any waivers.

Mobile and Direct Delivery

Mobile Delivery is a method that utilizes vehicles to drive into an affected area and provide commodities at different drop locations or where the need is identified. This type

of delivery may be used if roads are damaged or with specifically identified residents that have special assistance needs.

Direct Deliveries are usually larger in size and more specific than what is delivered through Mobile Delivery. Direct Delivery may be provided to shelters, feeding sites, hospitals, nursing homes, universities, or high-rise apartments.

It is primarily the responsibility of local jurisdictions to provide Mobile and Direct Delivery Options to the general public. If local jurisdictions cannot serve this function and it is deemed necessary by the Working Group, the SEOC will leverage National Guard or FEMA resources to provide Mobile and/or Direct Delivery, as these resources are available.

The SEOC will incorporate support and information from municipal agencies and Non-Governmental Organizations (NGOs) which may have historically provided services to special needs and other populations, to reach these populations and facilities.

COMMUNICATIONS

There are two critical communication elements to a commodities distribution operation. The first is the daily logistical coordination of the flow of commodities, equipment, staff, and other resources. The second is communication with the public to ensure that they are able to take advantage of the available commodities.

Tactical Communications

- Primary communication between the SEOC, the SLSAs, and the local EMAs is via WebEOC, telephone, and email. It is imperative that these systems be activated and/or installed immediately once the SLSA operational area has been established. The SLSA Manager will ensure a contact list containing telephone numbers and email addresses for SLSA staff, the SEOC, and local contacts is developed once the SLSA has been established.
- If telephone and computer communication cannot be established due to a lack of infrastructure, the SLSA Manager or designee will work with ESF-2 to establish radio communication with the SEOC.
- Mission tasking is accomplished primarily via WebEOC. Verbal (phone) missions from the SEOC are accepted if WebEOC is not available. All verbal Mission Tasks are recorded in WebEOC at the SEOC and documented in the SLSA Daily Log.
- If available, Two-way radios will be provided to all unit leaders to allow for immediate contact when coordination of activities is required. These radios are for official use only and excessive chatter or personal use is prohibited. The SLSA Manager will work with ESF-2 to establish which channels will be used during SLSA operation and also for Just in Time Training.

- If radios are not available, cellular phones, HAM radios, or other communication methods will be used.

ESF–2, Emergency Communications and Warning are responsible for operating and maintaining these systems.

Public Communications

ESF 15 – Public Information is responsible for communications with the public through the media.

PERSONNEL, EQUIPMENT, AND RESOURCES

Personnel

A SLSA Manager will be designated by the SEOC. Additional staffing may be provided by National Guard, State agencies, State and national VOAD teams, vendors, or through EMAC requests for IMTs from un-impacted state(s).

- The SEOC will assign an SLSA Manager to manage the SLSA. In cases where the SLSA Manager is not a HSEM employee, an HSEM liaison may be tasked to the SLSA to coordinate between the SEOC and the SLSA Manager to provide decision-making support.
- The SLSA Manager is responsible for site direction and control, under the direction of the SEOC.
- The SLSA Manager will have overall management responsibility for the execution of all SLSA activities. This may include the coordination of support agencies, voluntary agencies, and other local, state and/or federal agencies.
- The SLSA will employ the basic concepts of ICS for management of the SLSA.
- The State will identify, provide, and/or procure all equipment and staff to manage and operate all activities related to the SLSA. This includes warehouse operations, loading and unloading, inventory, tracking, Mission Tasking, and other tasks related to site operations.
- If additional assistance is required, personnel and equipment can be obtained through local, intrastate, and EMAC mutual aid agreements.

Partner and Federal

The SEOC may request the deployment of an EMAC or IEMAC advance team, and/or a FEMA IMAT to the SEOC in order to facilitate provision of assistance through EMAC or FEMA.

Equipment and Resources

- The SEOC Logistics Section and ESF-7 are responsible for State resource management. Resources are managed on resource tracking lists and through tasks on WebEOC.
- ESF-7 maintains up-to-date vendor contracts for resources, commodities, equipment, and vehicles. These resources will be leveraged to identify and access the equipment packages needed to address equipment shortfalls at the SLSA.
- Each individual State agency maintains their own list of equipment and resources.
- ESF-7 will work with the Logistics Section to identify and access any equipment needed to meet shortfalls. This may include equipment or personnel from other State agencies or private vendors.
- As applicable, equipment and resources are also tracked via the DHHS Enterprise Resource Management System (ERMS/EM).

CHAPTER V – DIRECTION AND CONTROL

HSEM is responsible for developing a State commodities distribution program and for providing training to personnel tasked to commodities distribution activities in the State. Direction and control of the commodities distribution effort will be from the SEOC. State agencies will provide personnel and resources to support the commodities distribution effort, as requested.

Personnel from operating departments/agencies assigned to commodities distribution responsibilities will remain under the control of their own departments/agencies, but will function under the technical supervision of the direct report within the Logistics Section (when tasked to the SEOC) or the SLSA Manager (when tasked to the SLSA).

CHAPTER VI – ADMINISTRATION AND LOGISTICS

STAFFING

An SLSA Manager, designated by the SEOC Director, will manage the SLSA. Such individuals are responsible for site direction and control under the direction of the SEOC Logistics Chief through the State Staging Unit. The SLSA Manager will have overall management responsibility for all activities conducted at that site. Including the coordination of all support agencies such as ESF-1, ESF-6, ESF-7, ESF-8, National Guard, and employees from other state agencies, commercial vendors, voluntary agencies and other local and/or federal agencies.

Actual site operations may be tasked to one or more of the following entities:

- HSEM Personnel – As available HSEM personnel will assist in the activation and staffing of SLSAs. It is possible that HSEM personnel may initially staff SLSAs until other personnel become available. Whenever possible, SLSAs staffed by non-HSEM personnel will have a HSEM liaison on site to coordinate with the SEOC and provide policy and decision guidance to the SLSA Manager and staff.
- National Guard – The National Guard may provide personnel and equipment to operate one or more SLSA sites during emergency operations.
- Other State Agencies – This may include Administrative Services, Department of Transportations, Volunteer NH, or another available agency (ies).
- IMT – HSEM may leverage the FEMA or EMAC program to call in an Incident Management Team from an unaffected state to support SLSA activities.
- Private Vendor – If State staffing is insufficient, the SEOC may contract with an emergency logistics vendor to supply SLSA staffing.

PRE-EVENT CONTRACTS

Advanced planning for resources and logistics management involves identifying sources for resources that could be needed to respond to and recover from an emergency incident.

Engaging in the following activities will ensure that the State is prepared to operate a SLSA. :

- Collect and maintain an inventory of available State-controlled equipment for immediate response needs.

- Develop and maintain convenience (sometimes called pre-event) contracts with vendors to purchase additional supplies/equipment and to fill the procurement pipeline during large disasters.
- Employ a transportation contractor who can procure commercial trucks and trailers for all disaster transportation requirements.
- Coordinate with other member agencies for logistics planning.

Because it is not cost-effective for the government to own, store, and maintain every resource that may be required in every disaster scenario, it is prudent to develop contracts with private-sector vendors who can provide response resources (donated or compensated) during an incident. Such resources include specialized teams, essential service providers, equipment and advanced technologies.

The use of pre-event contracts provides additional security because the jurisdiction will be more likely to obtain necessary resources and services over jurisdictions that wait until an event occurs to initiate a request. Having a pre-event contract allows both the jurisdiction and the vendor to plan and exercise together; thus, it is less likely to make mistakes during the response operation.

Pre-event contracts are established typically for resources and commodities needed for:

- CPODs;
- Emergency worker base camps and typed support packages;
- Designated community shelter;
- Transportation support;
- Debris/waste removal and disposal services;
- Other supplies, equipment and human resource needs;
- Personnel; and
- IT and communications equipment.

MUTUAL AID

The process for requesting mutual aid from entities either within or outside of New Hampshire is described in the State Emergency Operations Plan (SEOP).

FORMS AND RECORD RETENTION

- Field reporting forms and all necessary federal disaster reporting forms and guidance are located in the SEOC and distributed when necessary. Copies of all documentation are retained in accordance with State record retention policies.
- The SLSA Manager assembles any hardcopy files and provides them to the Documentation Unit of the SEOC Planning Section. The Documentation Unit is responsible for assembling all documentation from the operation of the SLSA and transferring it for final disposition and archiving. Documentation includes at a minimum, any lease or contract documents, purchasing documentation with receipts, written agreements, shipping and receiving logs and supporting documents, photographs, After Action Review comments, daily reports, equipment inspections, accident reports, staff records, and activity notes.
- The SLSA Manager will coordinate with the site owner/manager and the SEOC regarding any outstanding payments due for utilities, use or restoration prior to final departure from the site. Any financial activities remaining after the SLSA end date become the responsibility of the SEOC.

LOGISTICS

The SEOC Logistics Section or ESF-7 will coordinate resource support for ESF responsible agencies to implement this Annex. In addition, responsible ESF agencies are responsible to identify and address department specific resource needs to support the implementation of this Annex.

CHAPTER VII – TRAINING, EXERCISE, AND EVALUATION

Training is provided to prepare local and State emergency response personnel. It is designed to develop the knowledge, skills, and abilities required in a disaster or emergency. Basic training that is recommended and provided includes ICS fundamentals and SEOP orientation. Exercises are conducted to evaluate plans and procedures used during actual emergencies and identify the need for Annex modifications and/or additional training. When properly integrated, training and exercising can improve the response and the delivery of emergency/disaster assistance to the people of the State.

TRAINING

SEOC and Working Group personnel that may participate in a Commodities Distribution activation should maintain the basic New Hampshire SEOC training and exercise requirements, as well as the following Emergency Logistics and Commodities Distribution courses:

- ICS 100, 200, 300, 400 and IS 700 and 800
- IS-807 ESF 7 Logistics Management & Resource Support
- IS-703a NIMS Resource Management
- IS-75 Military Resources in Emergency Management
- IS-26 Guide to Points of Distribution
- IS-27 Orientation to FEMA Logistics

Potential SLSA Managers should have the above training requirements as well as:

- B660 Federal Staging Area Operations (FSA)
- E/L930 Community-Specific Integrated Emergency Management Courses

Additionally, the following courses may be recommended depending on personnel's role in the activation:

- IS-293 Mission Assignment Overview
- IS-706 NIMS Intrastate Mutual Aid an Introduction
- IS-801 ESF 1 Transportation
- IS-802 ESF 2 Emergency Support Functions Communications
- E431 Understanding the Emergency Management Assistance Compact (EMAC)
- EMAC A-Team Training
- L970 NIMS ICS All-Hazards Supply Unit Leader
- L969 NIMS ICS All-Hazards Communications Unit Leader
- L971 NIMS ICS All-Hazards Facilities Unit Leader

All roles that require state or federal certification to legally execute (i.e. forklift operator) will be filled by personnel with the required certification.

EXERCISE

The Commodities Distribution Annex will be integrated into the regular HSEM multi-year training and exercise program.

EVALUATION

The Commodities Distribution Annex will be evaluated and updated by HSEM on a regular basis in accordance with the evaluation cycle of the State EOP and supporting documentation or when a change occurs to State's Commodities Distribution, SLSA, or logistics policies or capabilities. Evaluations, exercises and updates will occur regularly. HSEM and NH DHHS-ESU will work together to determine frequency, size and scope of the exercises to take place.

CHAPTER VIII – AUTHORITIES, RESOURCES, AND REFERENCES

AUTHORITIES

- New Hampshire Revised Statutes Annotated of the State Emergency Management Act.
- The Federal Civil Defense Act of 1950 (Public Law 920, 81st U.S. Congress) as amended by Public Law 96-342 (September 1980).
- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.
- The National Response Framework.
- Homeland Security Act of 2002.
- Homeland Security Presidential Directive 5, Management of Domestic Incidents.
- Homeland Security Presidential Directive 8, National Preparedness.
- Post-Katrina Emergency Reform Act of 2006.
- Public Law 104-321, granting the consent of Congress to the Emergency Management Assistance Compact.

RESOURCES

- FEMA Region 1 – Planning Guidance for State and Local Logistics Support Plans.
- The Regional Logistics Program (NY-NJ-CT-PA).
- IS-26 Guide to Points of Distribution, Emergency Management Institute.
- Regional Commodities Distribution Planning Program, New England Regional Catastrophic Planning Initiative (NERCPI).

REFERENCES

- State Emergency Operations Plan (SEOP), New Hampshire Division of Homeland Security and Emergency Management, September 2014.
- SEOP Logistics Annex
- SEOP Operations Annex
- New Hampshire Strategic National Stockpile Annex.
- New Hampshire Threat Hazard Identification and Risk Assessment.
- New Hampshire State Hazard Mitigation Plan.

APPENDICES

APPENDIX A: NATIONAL COMMODITY DISTRIBUTION FRAMEWORK

This section summarizes the FEMA/USACE national commodity distribution framework which this Annex draws from.

A. Federal Emergency Management Agency

This sub-section provides a summary of Federal Emergency Management Agency's (FEMA's) posture regarding commodities distribution.

i. FEMA Region I ConOps

FEMA Region 1's concept of operations for commodity distribution during a catastrophic event is to exhaust local, then state, resources prior to requesting assistance from FEMA. This model ensures that commodities are being procured at the lowest price as well as keeping the economic benefit of purchasing and transporting commodities within the affected region. FEMA assistance should be considered only after all other resources are expended, as commodities requested by FEMA will be shipped into the region from other unaffected areas of the country.

ii. FEMA Distribution Framework

FEMA's generalized distribution framework is a tiered system of interaction between the Federal government, the state, and the local jurisdiction. Once all regional resources are exhausted and a formal request has been made, FEMA will deliver commodities to a State Logistics Staging Area (SLSA). At the SLSA, the state will stage and distribute the commodities to a Commodity Point of Distribution (CPOD) managed by the local jurisdictions. The local jurisdictions are responsible for distributing commodities to the general public through the CPOD.

This distribution framework is represented graphically below.

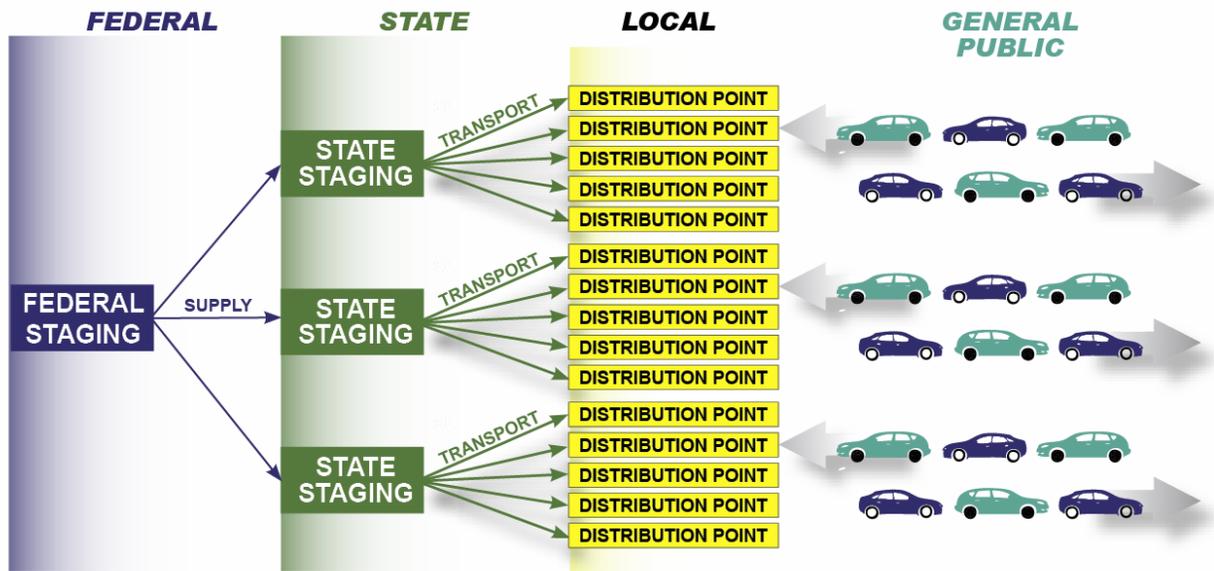


Figure A-1: FEMA Distribution Framework

B. Operational Overview

This sub-section provides a summary of key operational aspects of the regional commodities distribution process.

i. Declaration of Emergency

In the event of a regionally catastrophic event, a State of Emergency will likely be declared by the Governor. Once this declaration is made, the jurisdictional Commodities Distribution Plan becomes actionable and FEMA’s resources are available as a last resort.

ii. Operational Structure

The commodities distribution process is generally led by the jurisdictions emergency management agencies – logistics section with support from ESF-7 (Resource Support). The process is also supported by a range of other agencies and private sector partners that can be utilized to provide transportation, facilities, equipment, commodities, staffing and volunteers, financial services, security and traffic control, and other support services.

iii. Approach to Resource Procurement

Resource procurement should be conducted at the local level where municipalities contract with local vendors and partners to supply and warehouse commodities in the event of a disruptive event.

At the same time, each state should contract with regional vendors and partners to supply and warehouse commodities and equipment in the event that the local level's resources are exhausted. Care needs to be taken to ensure that vendors and partners are aware of conflicts between local and state contracts so a shortage of commodities is not realized during a catastrophic event.

If the local, then state, level resources are exhausted, FEMA may be contacted by the state and a request made for resources through the Action Request Form (ARF) process. Depending on the specific circumstances, states may choose to "lean forward" and notify FEMA informally that an ARF may be submitted soon. FEMA will then preposition commodities and resources in the region.

iv. Points of Distribution

Two general types of logistics staging may be used by jurisdictions during the commodities distribution process, the SLSA and the CPOD. Both types are summarized below.

a) State Logistics Staging Areas (SLSA)

An SLSA is a state level staging and distribution point at a centralized location(s) in the region where the state can stage commodities for municipally managed CPODs following a disruptive/catastrophic event. The SLSA is set up, managed, and demobilized by the state and supplied by contracted vendors and partners (FEMA will also supply commodities directly to the SLSAs). Municipalities come to the SLSA to obtain commodities and transport them back to the CPODs. An SLSA is not open to the general public. A Photo of an SLSA is provided below.



Figure A-2: Example State Logistics Staging Area (SLSA)

b) Commodity Point of Distribution (CPOD)

A CPOD is a local level point of distribution at a centralized location where the general public can pick up life sustaining commodities following a catastrophic event. The CPOD is set up, managed, and demobilized by the local jurisdiction and supplied by the

State's SLSA (FEMA can also directly supply CPODs as long as a state representative signs for the commodities). Photo of a CPOD is provided below.



Figure A-3: Example Commodity Point of Distribution (CPOD)

The United States Army Corps of Engineers (USACE) has developed a typing standard for CPODs, Types III, II, and I. Each type is described below.

Type III CPODs

The smallest of the CPODs is a Type III. A Type III CPOD serves 5,000 people a day based on one vehicle representing a household of 3 people. A Type III CPOD is 150 feet by 300 feet and requires a staff of 19 per day and 4 per night. A Type III CPOD has three loading points and only one vehicle lane.

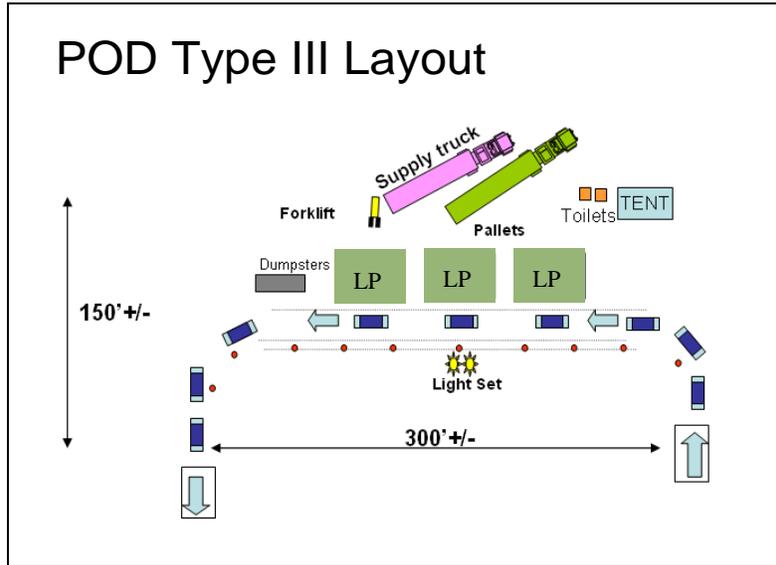


Figure A-4: CPOD Type III

Type II CPODs

A Type II CPOD is twice the size of a Type III and serves 10,000 people a day based on one vehicle representing a household of 3 people. A Type II CPOD is 250 feet by 300 feet and requires a staff of 34 per day and 6 per night. A Type II CPOD has six loading points and two vehicle lanes.

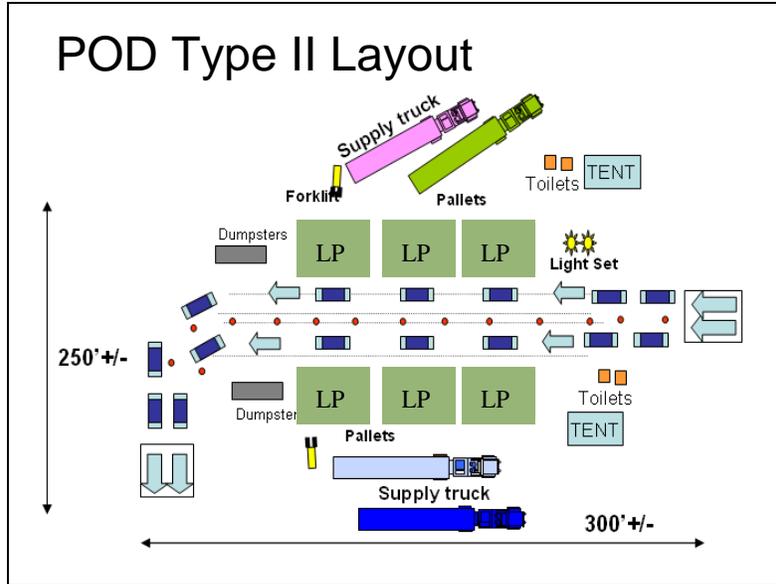


Figure A-5: CPOD Type II

Type I CPODs

The largest of the CPODs is a Type I. A Type I CPOD serves 20,000 people a day based on one vehicle representing a household of 3 people. A Type I CPOD is 250 feet by 500 feet and requires a staff of 78 per day and 10 per night. Type I CPODs are only used in large metropolitan areas. A Type I CPOD has twelve loading points and four vehicle lanes.

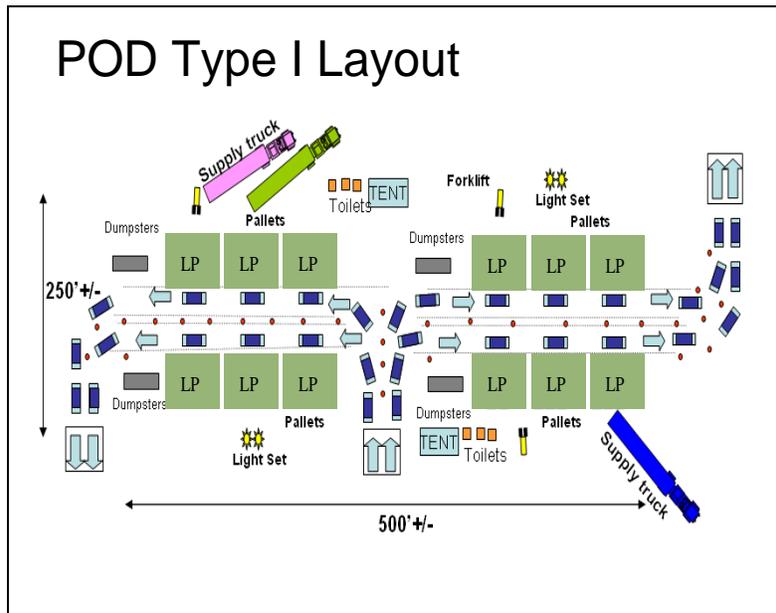


Figure A-6: CPOD Type I

Untyped CPODs

Depending on the circumstances surrounding the disruption, location of the event, and ability of the affected population to travel; an “untyped” CPOD may be used. An untyped CPOD is a distribution point that does not follow the USACE standard typing model and can be developed to fit specific situational needs and physical constraints. Examples of “untyped” CPODs are provided below.

- Pedestrian (on foot);
- Pedestrian (mass transit access); and
- Rural Area (does not require the same “throughput” capacity of one of the typed CPODs).

v. Delivery Alternatives

The framework described above represents a “model” for emergency commodities distribution. It is designed to reach the majority of the affected populations. There will be situations where FEMA will deliver commodities directly to CPODs or shelters and where the state or municipalities will provide direct delivery to populations that are unable to access the CPODs. When possible, these alternatives and variations should be anticipated and addressed in the jurisdiction’s Commodities Distribution Plan.

APPENDIX B: SLSA SELECTION CRITERIA AND ASSESSMENT GUIDE

1. Introduction

When evaluating a site as a potential State Logistics Staging Area (SLSA), there are some general considerations to think through.

The “Staging Area Site Capabilities Assessment” form should be used as a guide when determining the suitability of a site. This form asks for very detailed information; every line does not have to be answered during a site assessment. As time permits, details can be completed.

There are no perfect sites. Generally speaking, consider what “type” of SLSA will be set up and what that site might require to be operational, what can be supported and what problems might arise. The “typed” models presented below represent type recommendations from current state staging practice from around the country, but SLSA’s have not yet been formally “typed” under the NIMS format. Consider also what staging area functions/processes will be run from the site, such as tractor trailer parking, commodity pick up or any aircraft activity (i.e., whether they are fixed wing or rotary wing aircraft).

These SLSA site types represent optimum guidance and should not preclude an available site from use. No one factor should eliminate a site from consideration.

NOTE: State Logistics Staging Area typing is included at the end of this Attachment.

2. Identify Potential Sites

Meet with local planners and other knowledgeable staff and start brainstorming potential sites.

- Review basic considerations. Look for relatively flat open space with lots of asphalt, gravel or hard pack earth and gravel. Six acres is ideal, but less than that is still workable, depending on the needs being fulfilled. Consider sites like regional / local airports, convention centers, fair grounds, sports arenas, college campuses and industrial parks.
- Consider finding covered space. Twenty thousand square feet to 100,000 square feet is optimal. The absence of covered space does not eliminate a site from consideration. Covered space can be obtained by using tents and other temporary structures.
- Consider transportation routes. It is best to find a site near or adjacent to major

highways and interstates. Try to avoid running through residential areas, but staying close to a normal truck route.

- Using an airfield can accommodate fixed or rotary aircraft, but this may not be necessary.
- Government property is generally easier to use, due to existing relationships or state expectations of availability. Commercial property may be more plentiful, but may require lease or rent.
- Owners of properties such as sports arenas, convention centers and schools and universities may want to resume their normal operations as soon as possible. They may have some time restrictions as to how long the site can operate as an SLSA.
- When considering sites in areas of pre-identified hazards, identify sites that are outside the worst of the anticipated impact area.

3. Prepare for Site Assessment

Assemble the Site Assessment Team

Potential team members may include: SEOC Logistics personnel, State SLSA personnel, GIS Technician, local Emergency Management Director, CDL truck drivers or someone knowledgeable of the characteristics of tractor trailers.

Gather Information

Gather as much information before the visit.

- Site drawings/ blue prints
- Maps
- Aerial photo graphs
- Satellite maps
- Utility locations
 - Potable Water sources
 - Sewer receptacles
 - Power receptacles
 - Site lighting
- Sites role in other emergency plans, other agency plans, past activations
- Past site assessments

4. Meet with Site Ownership or Representative

Owner Meeting

Prior to or at the beginning of the site assessment, meet with the site ownership or site representative to discuss the site attributes and possibilities for site use. Discuss

the available area and other factors that weigh on the use of the site. Review maps, sketches, blue prints, etc. Potential questions for the site representative include:

- Who is the owner / operator? What is the contact information for the primary points of contact? What is the contact information for the personnel that will provide access to the site?
- Have discussions occurred with the owner / operator regarding a Memorandum of Understanding (MOU)?
- What is the communications channel between the facility and the State Emergency Operations Center (SEOC) prior to and during an activation?
- What specific area will State SLSA staff have access to during a disruptive event that requires staging event?
- Is this area aware of other possible emergency functions that would be operating during an event (staging locations AND ingress/egress points AND external traffic)?
- Are there seasonal or periodic activities that could make the identified area unavailable for staging?
- Has the area been used during past disruptions (in any capacity - State, FEMA, National Guard, utilities, other)? What happened? What were the lessons learned?
- Are there specific considerations that State SLSA staff needs to be aware of while operating onsite (tarmac, runway, jurisdiction, etc.)?
- What are the functional restriction of the designated area (if any)?
- What are the physical restriction of the designated area (if any)?
- Does the area have any personnel, equipment (materials handling equipment [MHE], forklifts, etc.), admin space, or warehouse space available?
- What are the security access restriction of the designated area (if any)? When was the last Threat and Vulnerability Assessment (TVA)?
- Who has law enforcement jurisdiction at the facility?
- When was the last Hazard Mitigation Plan developed? What are the identified high risk hazards? Is there a history of flooding or other natural disruptive events on the site?
- Do you anticipate and issues with traffic flow around the site (emergency and daily operations) – ingress/egress points, access to the interstate, local roads, inside the facility?
- If regular facility operations are conducted during activation how will that be coordinated with- and segregated from- emergency operations?

Use Agreement

It is vital that the site owner is supportive of the emergency use of the site. The owner of the site and the local agency running the SLSA need to establish a Facility Use Agreement (FUA) or MOU prior to or concurrently with the site survey. The FUA or MOU will establish the criteria and limitations of facility use and define the process for engaging and activating the site.

5. Conducting the Assessment

Take Pictures

- Primary point of entrance
- Primary point of exit
- Any obstructions particularly parking lot light poles and parking lot
- Tight turns or areas
- Surface of parking areas
- Warehouse, hangers or covered space
- Loading docks
- Office space
- Helispots (particularly overhead obstructions – including power lines and light towers)

Evaluate Site Risks

- Are there any known hazards that could endanger the site or staff?
- Is the SLSA in a location that may flood? Is it in a floodway or flood plain?
- If a disaster did occur, is there any likely hazard that could be expected on the site due to an event?
- Are there any risk factors that could affect the site, like chemical or bulk fuel storage tanks?

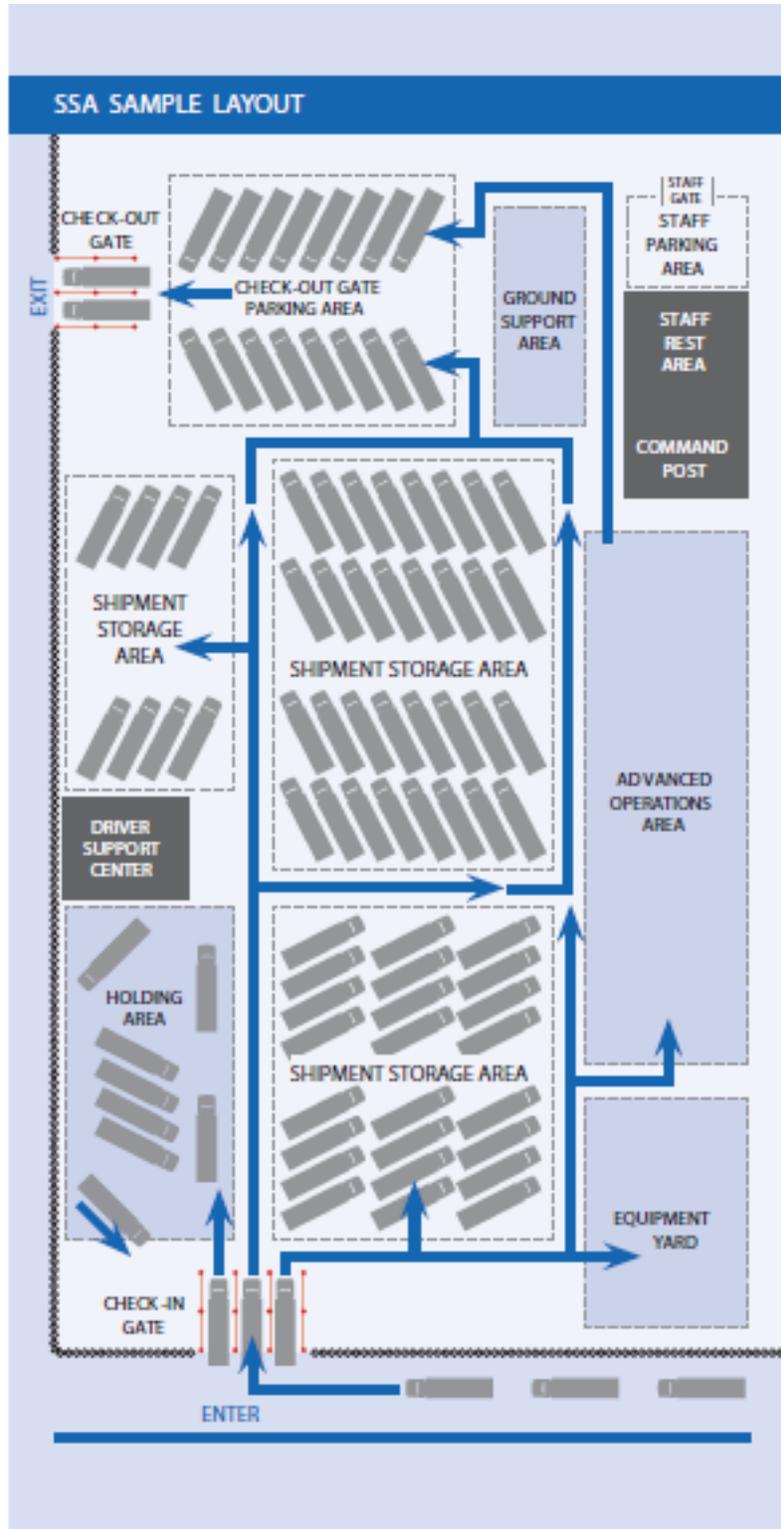


Figure A1-1 Sample State Logistics Staging Area Layout

Source: New York-New Jersey-Connecticut-Pennsylvania Regional Logistics Program

Complete the SLSA Site Assessment Template

While completing the SLSA Site Assessment Template, consider some of the following operational elements in the layout below when visiting a potential site. There is no perfect site.

On-Site Structures

- Are there any structures or covered spaces that can be used for the SLSA operation?
 - Primary use of covered space is for materials that can be adversely affected by direct sunlight and prolonged exposure to the elements, such as water, food, materials in cardboard or similar cartons and containers that should be in covered areas.
- If there is no warehousing or covered space, consider a temporary covered space to function as the warehouse. Festival tents, engineered soft side structures can serve this purpose.
- Are there loading docks available at the warehouse? If not, portable ramps will be needed to unload trailers at the SLSA.
- Is there room now or will space have to be cleared for open passage for forklifts and pallet jacks and storage of pallets?
- Is there lighting and power? If not, light sets and stands will be needed.
- Is there appropriate ventilation, cooling and heating? Warehousing may require portable HVAC or additional fans. The temporary structures will require fans to provide sufficient ventilation.
- How much storage space is available? Consider 1 emptied semi-trailer, single pallet layered, requires a 12' x 60' of floor space (720 square feet).
- Are there restrooms on site? If not, is there space for port-a-johns?
- Are there areas that will be used exclusively for the preparation, loading and unloading of resources?
 - These sites should be opposite each other or, at a minimum, separate.
 - Is there enough space to maneuver large vehicles and forklifts safely?
- Is there any equipment available on? Can it be dedicated to the SLSA operation or is it only available part of the time?
- Is there space for Command and Administrative Area?
 - Consider:
 - 80 sq. ft. per office worker
 - Typical Staff of 15 Office Staff = 1,200 sq. ft.
 - 500 sq. ft. of space for office equipment
 - Are there telephone drops located in proximity of any available office space?

- If there is no Office space available for use on the site, consider office trailer(s), mobile command post(s) or tent(s) to provide working space for SLSA staff.
- Office space should be a flat, well-drained site and near the major work area, centrally located so as to provide most visibility of the area.
- It should be free of overhead obstructions such as power lines, trees, and buildings to maintain clear communications. Consider the sighting of the cell tower and the satellite dish for optimum service.

Parking Hard Stand Areas

Hard stand areas (open areas with a concrete, gravel or asphalt surface) will be of multiuse.

- Storage
 - Parking for commodities that will not be unloaded like reefer (refrigerated) trailers and other dry vans.
 - Equipment that will not be adversely affected by the elements such as generators, pumps, forklifts and pipes.
 - Accessibility of refueling vehicles for refrigeration trailers.
 - Room to segregate commodities by resource type water, food, tarps or ice.
 - Room to maneuver vehicles.
- Staging - A site for the staging of transportation assets used to carry out SLSA transportation requirements.
- Administrative Parking - A location for parking administrative support vehicles, VIPs and other visitors not used in the transportation of SLSA missions.
- Other Open Areas - Other areas are grassy or other spots not having a specified surface. Consider using for staging or storing low use items. Consider the surface and the effect adverse weather can have on the use of the site.

NOTE: Space Allocation:

One Tractor and Trailer requires 12' x 100' of space (1,200 sq. ft.)

One Trailer requires 12' x 60' of space (720 sq. ft.)

One Tractor requires 12' x 40' of space (480 sq. ft.)

One Generator Trailer Pack (200 – 750 kW) requires 10' X 20' of space (200 sq. ft.)

**Capacity Calculations
(42,000 SQ FT = 1 Acre)**

Size	Truck & Trailer	Trailer Only
250,000 (6 A)	208	347
360,000 (9 A)	300	500
490,000 (12 A)	408	681
640,000 (15 A)	533	889
810,000 (18 A)	675	1,125
1,000,000 (21 A)	833	1,389
1,210,000 (24 A)	1,008	1,681
1,440,000 (27 A)	1,200	2,000

Figure A1-2 Capacity Calculator

- How does the site support traffic patterns?
 - Try to plan for one ingress and one egress when possible.
 - Avoid crossing airport tarmacs and airport traffic patterns if applicable.
 - Plan for the placement of signage and traffic cones/ barriers.
- How will Check-In and Check-Out be executed?
 - These should be in two separate locations.
- Can the gate for Check-In and Check-Out of Commodity Vehicles be exclusively used for SLSA operations?
- Can the Check-In Area accommodate at least 4 trucks at once (4,800 sq. ft.)?
- Can the Check-Out Area accommodate at least 4 trucks at once? (4,800 sq. ft.)?

Infrastructure/Utilities

- Is commercial power available? If it is damaged during the event, is there emergency/back-up power? Will the SLSA site owner allow the operation to use this backup power?
 - If using a generator, ensure there are fuel services and licensed operators available.
- Is there running water?
- Is there potable water?
- Is there commercial telephone service or drops in the SLSA area? How many?

Space for Life Support and Service Areas

- Feeding Areas - Established near the main work area, but out of the elements.
- Break / Rehabilitation Area - Established near the main work area with chairs. Ideally, it should be covered and cooled.
- Smoking Areas - Established away from main work areas and away from flammable materials. Most buildings require at least 250 ft. of space between a smoking area and an entranceway.
- Restrooms and Hygiene - Established near the main work site and the command area. Consider multiple restroom locations depending on size of worksite and number of employees.
- Safety and First Aid - Established near the main work area with potable water available.
- Driver Information Center and Support Services
 - Close to driver facilities
 - Away from the command area
- Medical Area
 - Can be part of Break or Rehabilitation Area
 - Must provide privacy area
- Waste area - dumpsters should be located near the site but away from main operations.

Helispots

A site to land and stage rotary wing aircraft.

- Accessible to the SLSA.
- Helispot Area to accommodate two CH47 Helicopters the site should be 140 meters (1507 sq. ft.) long x 70 meters (754 sq. ft.) wide, regardless of the mission. Note: The pilot and ground crew will make final determination if a Helispot is safe.
- Surface should be firm, smooth (no tall shrubs, brush, grass, weeds, etc., higher than 18 inches) and a slope no greater than 5 degrees.
- Free of trash and debris.
- If rotary wing aircraft will be staged then a parking area must be designated.

Note: A Helispot is an ICS Term and may be referred to as a Landing Zone (LZ).

Site Security

- Best-case scenario is an enclosed compound with a fence and separate entry and exit gates.
- Consider security details if space is public and unfenced.
- If any of the area within area site, such as an airport, where public access is restricted, can barriers be used to keep traffic from moving into the area through unauthorized entryways?
- All areas, indoor and outdoor, must be well-lit.

Ground Support Area Refueling

- Is there an established vehicle maintenance area you can use?
- Is there an establish fuel point you can use?

State Staging Area Types

TYPE 1 Logistics Staging Area (State and Federal Site)

Aircraft: A site that has the ability to receive fixed wing aircraft up to and including at a minimum, C-130 / C-17 military. Some sites, typically international airports, will have the capability to receive large aircraft. The site must also be able to accept at least two military helicopters in a designated area. Due to strict the Federal Aviation Administration regulations, sites are subject to all Federal Aviation Administration regulations regarding vehicle and personnel traffic and activity on the site. This may include the display of orange and white-checked flags, or amber strobe lights on each vehicle. Strict fencing and safety precautions must be taken.

Covered Space: The site will have at least 150,000 square feet of covered and secured space in order to store unloaded resources. Where such covered space is not available, additional resources may have to be brought in to include items such as tents and/or temporary buildings. Some resources can be stored outdoors if covered with waterproof tarps, but past operations have shown that this would only be acceptable for a few hours due to inclement weather conditions.

Hard Stand: The site will also have a minimum of 350,000 square feet of hardstand space to accept commercial vehicle parking, outdoor storage and material movement. Where paved or asphalt hardstand is inadequate, hard pack dirt may be acceptable depending upon water runoff. In some locations, a 3" layer of large gravel may have to be spread in order to facilitate water runoff.

Type 2 Logistics Staging Area (State Site)

Aircraft: The site must be able to accept at least two military helicopters in a designated area. Due to strict Federal Aviation Administration regulations, sites are subject to all Federal Aviation Administration regulations regarding vehicle and personnel traffic and activity on the site.

Covered Space: The site will have at least 100,000 square feet of covered and secured space in order to store unloaded resources. Where such covered space is not available, additional resources may have to be brought in to include items such as tents and/or temporary buildings. Some resources can be stored outdoors if covered with waterproof tarps, but past operations have shown that this would only be acceptable for a few hours due to inclement weather conditions.

Hard Stand: The site will also have a minimum of 200,000 square feet of hardstand space to accept commercial vehicle parking, outdoor storage and material movement. Where paved or asphalt hardstand is inadequate, hard pack dirt may be acceptable depending upon water runoff. In some locations, a 3" layer of large gravel may have to be spread in order to facilitate water runoff.

Type 3 Logistics Staging Area (State and Regional Site)

Aircraft: The site must be able to accept at least one military helicopter in a designated area. Due to strict Federal Aviation Administration regulations, sites are subject to all Federal Aviation Administration regulations regarding vehicle and personnel traffic and activity on the site.

Covered Space: The site will have at least 20,000 square feet of covered and secured space in order to store unloaded resources. Where such covered space is not available, additional resources may have to be brought in to include items such as tents and/or temporary buildings. Some resources can be stored outdoors if covered with waterproof tarps, but past operations have shown that this would only be acceptable for a few hours due to inclement weather conditions.

Hard Stand: The site will also have a minimum of 50,000 square feet of hardstand space to accept commercial vehicle parking, outdoor storage and material movement. Where paved or asphalt hardstand is inadequate, hard pack dirt may be acceptable depending upon water runoff. In some locations, a 3" layer of large gravel may have to be spread in order to facilitate water runoff.

APPENDIX C: POTENTIAL SLSA SITE LIST, SITE PROFILES, AND MEMORANDUMS OF AGREEMENT

APPENDIX D: PLANNING FACTORS

The following are general information and common planning factors that, if used by all, will help in coordinating and communicating during the planning and response process.

Water: 3 liters or 1 gal per person (3.79 liters per gal)

18,000 liters or 4,750 gal per truckload

20 Pallets per truck, 900 liters per pallet, 237 gal per pallet, 1900 lbs. per pallet

212 Trucks = 1 million gal

Meals Ready to Eat (MRE): 2 MREs per person per day

21,744 MREs per truckload load

12 MREs per case, 1812 cases per truck

46 truckloads = 1 million MREs

One truckload of water will serve about 5,000 people.

One truckload of MREs will serve about 10,000 people.

Truckload: 53' Tractor Trailer

Persons per household: 3

APPENDIX E: POSITIONAL JOB AIDS AND CHECKLISTS

Logistics Section Job Aid

SLSA Manager Job Aid

Activation and Demob Checklists