

# **New York State Comprehensive Emergency Management Plan**

## **Distribution and Inventory Management Annex**



**Disaster Preparedness  
Commission**

**Prepared by the New York State  
Disaster Preparedness Commission**

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## **Executive Summary/Policy**

One of the missions of the State of New York and the Disaster Preparedness Commission (DPC) is to provide leadership, coordination, and support for efforts to prevent, protect against, prepare for, respond to, and recover from disasters and emergencies through the logistical management of resources, including the distribution and inventory management of critical resources. Obtaining the resource is only one facet to managing logistics. The other is distributing or applying the resource to maximize efficiency and make the best use of the resource. These are pivotal elements in managing logistics before, during, and after an incident.

Emergency Support Function (ESF) #7 shall serve as the operational arm of the State's distribution management system. Under this construct, ESF #7 provides the critical capability of Logistics and Resource Management, with the NYS Division of Homeland Security and Emergency Services (DHSES) serving as the coordinating agency. New York State ESF #7 will serve as the primary integration point for Federal ESF #7, should the State request Federal assistance.

## **Comprehensive Approach**

Dealing with emergencies and disasters is an ongoing and complex endeavor. Through the implementation of Preparedness measures, effective inventory management is the key to successfully applying timely and effective resource distribution and Response strategies during an actual emergency. Further, resource management for short and long-term Recovery efforts after the incident is essential in ensuring that New York State can maintain its obligation to the people of the state. The process of emphasizing the relationship of activities, functions, and expertise necessary in dealing with emergencies is known as Comprehensive Emergency Management.

## **Management Responsibilities and Authority**

New York State is obligated to provide critical resources to county and local governments in response to a disaster after local resources have been fully committed and the county is unable to cope with the disaster. Depending on the size and severity of an incident, New York State may be called upon to support a small, isolated response or a larger regional response. Additionally, the State is obligated to assist with distribution and inventory management to ensure that the comprehensive supply chain of critical resources reaches the disaster survivors. Therefore, New York State must also ensure that it is prepared to respond to an emergency with the necessary resources as part of the collective State disaster response.

## **Section I: General Considerations & Planning Guidelines**

### **1. Introduction**

New York State will assist county and local governments with resources in response to a request for assistance, or for state-led response activities and initiatives as warranted. As resource requirements may exceed a jurisdiction's capability to manage its distribution, the amount of resources ordered should not exceed a jurisdiction's ability to store and distribute them; sending too many resources into a disaster area could hamper the response. To ensure response efforts do not impede rapid recovery, it is necessary for the State's plans to be flexible enough to be applicable across all 62 counties of New York State.

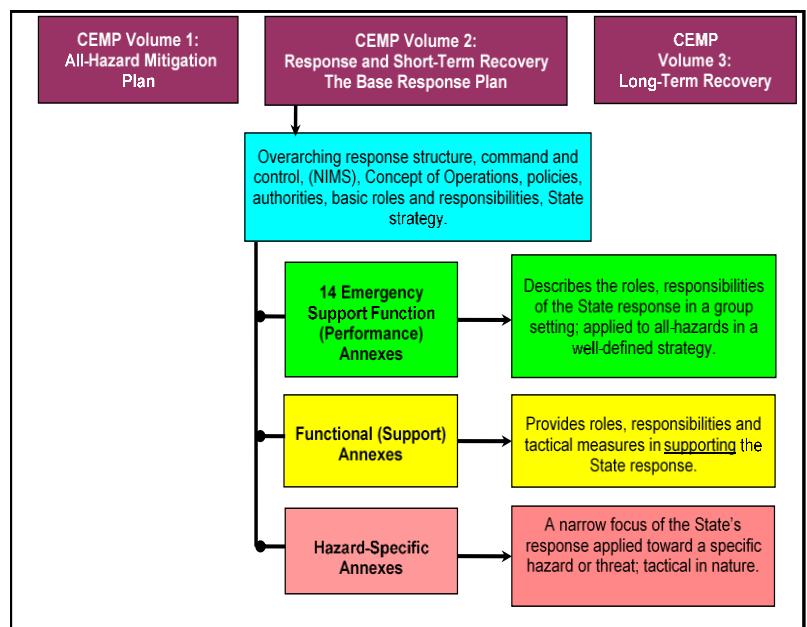
This plan will address preparedness and response strategies for each of the following components: Requirement Defining, Resource Ordering, Distribution Methods, Inventory Management, Transportation, Staging, and Demobilization.

### **2. Purpose**

The State Comprehensive Emergency Management Plan (CEMP) has been structured into three distinct, but interconnected volumes. These are:

- Volume 1: All-Hazard Mitigation Plan
- Volume 2: Response and Short-Term Recovery
- Volume 3: Long-Term Recovery Plan

The purpose of the State CEMP is to identify the State's overarching policies, authorities, and response organizational structure that will be implemented in an emergency or disaster situation that warrants a State response. The State CEMP serves as the foundational framework for the State's response levels and serves as the operational basis of which other functional and hazard-specific annexes are built upon. These annexes address a broad range of consequences to respond to the State's highest rated hazards.



**Figure 1: Structure of the State Comprehensive Emergency Management Plan**

The purpose of this Annex is to ensure that the State has a detailed plan to provide distribution and inventory management capabilities that can be applied during disasters and emergencies within the State, including ordering, distributing, managing, transporting, staging, and demobilizing of critical resources.

The objectives of the plan are to:

- Define critical resource requirements;

- Establish multiple sourcing mechanisms for effective distribution management;
- Describe how commodities are distributed directly to the community;
- Outline the acquisition, use, distribution, storage, and disposal of commodities and equipment;
- Describe the transportation architecture with inbound and outbound flows;
- Predetermine staging areas; and,
- Address property reconciliation and demobilization of a response.

### **3. Scope**

This Annex:

- Applies to all incidents that require State distribution and inventory management of critical resources as part of a logistical response to an emergency or disaster;
- Applies to all incidents that require a limited or full activation of the State Emergency Operations Center (EOC); and
- Applies to all State agencies and authorities that may be directed to respond to such an event and builds upon the process and structure of the State CEMP by addressing unique policies, situations, operating concepts, and responsibilities. Response operations to this type of event will encompass the efforts identified in this annex and utilize existing capabilities of other functional and hazard-specific annexes to the CEMP.

This Annex is actionable through the efforts of ESF #7 and is a supplement to the Logistics Annex of the State CEMP. It is important to note that other State plans, either agency-specific or multi-agency, may be used to support the implementation of this Annex.

### **4. Situation**

This section outlines the potential scenarios and impacts that risks may have on the State's ability to distribute critical resources and manage inventory provided to disaster or emergency-impacted areas of the State.

A hazard may be natural, technological, or human-caused which may have a severe impact on resource availability at a local level. The hazard may cause disruption to local municipalities, unincorporated portions of the county, public shelters, critical facilities, County Staging Areas (CSAs), and Commodity Points of Distribution (CPOD) which would necessitate the procurement, distribution, and management of resources such as emergency power, pumping, material handling equipment, food, water, medical supplies, or any other necessary resources.

Depending on the type, size, location, and duration of an incident, normal trade and commerce may be interrupted, resulting in a high demand for limited resources. Critical resources may need to be rationed, since there is not an unlimited supply of resources. Additionally, local municipalities would need to manage the commodities they request so there is not a surplus or shortage, and the amount of ordered supplies can be effectively distributed to citizens in need while not hindering neighboring communities.

The State may be called upon to assist when local resources are overwhelmed or exhausted. History has shown that the State may take on the role of the supply chain of consumable commodities for a county. Alternately, the State may plan for and lead the response efforts versus utilizing the county as an interface between the State and general public, as seen during the 2019 Lake Ontario flood response.

Since 2004, major supermarket and home improvement chains such as Lowe's, Home Depot, and Walmart have made a corporate commitment to have stores open within 24 hours after an event. The objective of the State and local government is to ensure that resources are available to a community, whether available as emergency relief supplied by the State or as a commodity for purchase at a local business. Therefore, strategic placement of CPODs in a county must consider at-risk populations, geography, travel distance, and remote communities and should not be located across from open major supermarkets or home improvement chains.

## **5. Planning Assumptions**

- The State may be aware of known events that could impact the distribution and inventory management of critical resources, such as multiple hazards that impact infrastructure.
- The State may have little, if any, warning of an event that may cause mass disruptions of services or where county government will require state support in response to an event.
- One or more local governments may have declared a local State of Emergency in response to the disaster and the State has been called upon to assist.
- Multiple incidents may occur simultaneously or sequentially in contiguous and/or noncontiguous areas. This will require prioritization of limited resources.
- The State is not typically the interface below the county level of governments, however in some cases the State may interact directly with private citizens based on the event, requests, and/or types of resources needed.
- New York State may become the supply chain for the affected counties.
- Resources allocated under this Annex will be those items not available at the local level, have been exhausted in response to the emergency, or are not accessible within the timeframe of the applicable emergency.
- Ineffective inventory management could result in a surplus or a shortage of resources.
- In the event of a major response and recovery operation, the State may be required to assist local governments by assisting with requirement defining, resource ordering, distribution methods, inventory management, staging, and demobilization.
- Critical resource request, fulfillment, transportation, staging, distribution, and demobilization will be tracked through NY Responds and/or on hard copy forms, as needed.
- Federal assistance may be required to augment local and State efforts, as the need for resources and assistance may surpass both local and State resources.
- Based on the severity of the emergency or event, delays may occur at all levels of government in obtaining critical resources and supplies, which can result in rationing or controlled distribution of scarce resources, goods, and/or services.
- The strategic placement of CPODs in a county will take several factors into consideration to provide relief to the affected citizens.

## **6. Concept of Operations**

The concept of operations outlines the anticipated sequence of events before, during, and after an incident that requires distribution management from the State. The structure for State logistical operations depends on the demands of the incident demographics, the level of logistical capability at the local level, and the State response level being applied to the incident.

- An incident occurs in the State, local resources are exhausted or non-existent, and State assistance is requested.

- The Governor could exercise gubernatorial authority in declaring a State Disaster Emergency. In doing so, the Governor may direct any and all State agencies, including non-DPC agencies, to provide assistance under the coordination of the DPC.
- State response activities begin, and if warranted, the State EOC is activated. DHSES staff will initially fill all roles and responsibilities of ESF #7.
- NYS Office of Emergency Management (OEM) will notify other appropriate DPC agency representatives, which may include the activation of additional ESFs.
- If warranted, ESF #7 will activate and DHSES will serve as the ESF lead agency and activate all or specific agencies to assist in managing components or functions in the ESF #7 Logistics Section.
- Subsequent to the request for assistance, the State attempts to fulfill the request from existing State resources, general population or private sector donations, or through emergency contract procurement as a last resort.
- If warranted, State OEM will coordinate with the Department of Homeland Security (DHS)/ Federal Emergency Management Agency (FEMA) and other Federal agencies to support logistical planning and resource support to meet the needs of disaster survivors and responders.
- If conditions warrant, the State will utilize adjunct facilities or functional elements in supporting the request, acquisition, and distribution of resources. These include Federal/State Staging Centralization Centers (FSSC), Staging Areas (SA), and CPOD.
- If requests for resources cannot be filled at the Federal level, State Logistics will coordinate with DHS/FEMA to pursue acquiring the asset through commercial sources, through Emergency Management Assistance Compact (EMAC), or other mutual aid agreements.

## **7. Authorities and Policies**

The authority to develop this plan and implement the specific distribution and inventory management actions required to effectively respond to disasters and emergencies can be found in New York State Law, regulations, and Federal authorities, including:

- NYS Executive Law – Article 2-B
  - Section 21 State Disaster Preparedness Commission; powers a
  - Section 25 Use of Local Government Resources in a Disaster
  - Section 28 State Declaration of a Disaster Emergency
  - Section 29-h Intrastate Mutual Aid Program
  - Section 29-g Emergency Management Assistance Compact
- Executive Order # 26 of 1996 and # 26.1 of 2006 as amended (NYS Adoption of the Incident Command System)
- Homeland Security Presidential Directive-5
- Procurement of resources will follow the established priority of fill:
  - Article 11 of the State Finance Law
  - NYS Emergency Standby Contract to bring in vendors to provide a broad range of services in supporting distribution management.

## **8. Plan Maintenance, Distribution, and Revision Process**

The State OEM Planning Section has the responsibility for the development, review, and maintenance of all multi-agency response plans under the State CEMP. As required under New

York State Executive Law Article 2-B, each plan shall undergo an annual review, update, and be posted online (if applicable) no later than March 31<sup>st</sup> of each year.

During the annual review by the Planning Section for its material, this plan is examined for both content and format. For updates that do not impact operational mechanisms or processes, the appropriate edits are initiated within the Planning Section and do not warrant external involvement. Plan updates will also be conducted based upon experiences and lessons learned from exercises or real-world events, or through administrative changes in government. Planning Section updates and/or edits affecting operational capabilities, responsibilities, or otherwise impacting operations will engage stakeholders in a variety of ways, such as verbally, by document review, meetings, webinars, or any combination thereof. Final drafts will be socialized to all appropriate agencies/personnel upon completion.

## **Section II: Preparedness**

### **1. Overview**

Distribution management include the effective and efficient distribution of critical resources to disaster survivors in a community. In order to prepare for the distribution and inventory management needs of local municipalities or counties, the State has determined that distribution management involves managing a comprehensive supply chain. This includes end-to-end commodity and resource management, warehouse and transportation operations, provision of equipment and services that support incident requirements, and mechanisms for supplies and commodities to be provided to survivors.

### **2. Terms and Definitions**

Commodity Point of Distribution (CPOD): Initial point(s) where survivors can obtain emergency relief supplies.

Demobilization: The process when resources are retrieved, rehabilitated, replenished, disposed of, and retrograded.

Direct Distribution: Supplies are moved to a central location for staff to collect and redistribute through “door-to-door” residential delivery.

Distribution Management: The effective and efficient distribution of critical resources to disaster survivors in a community.

Distribution Methods: Methods in which commodities are provided directly to the impacted community.

Inventory Management: The management of the quantity of commodities and equipment that an organization physically has on hand.

Resource Ordering: Establishing organic capabilities and capacity to provide commodities and equipment to disaster survivors based on the pre-identified jurisdictional requirements.

Requirement Defining: Determining the resources necessary to assist affected populations.

Staging: A temporary site that is established in a community to receive and distribute emergency relief supplies following an incident.

Transportation: The function of the supply chain, through the execution of coordinated transportation nodes to effectively deliver goods and services in an expeditious and efficient manner.

### **3. Preparedness Requirement Defining**

While generic planning factors may be used to answer the following questions that determine the resources necessary to assist the affected population, some of these requirements can be identified prior to an event based on the jurisdiction’s hazard analysis or County Emergency Preparedness Assessment (CEPA), previous events and operations, demographic profiles, and/or modeling.

- What and how much is needed?
- Where and when is it needed?
- Who will be receiving and using it?

#### County Emergency Preparedness Assessment (CEPA)

CEPA is a framework and tool to help State and local stakeholders assess risk, capabilities, and the potential need for support and resources during emergencies or disasters. CEPA provides for a standardized and repeatable process to understand capabilities at the county level and identify

statewide trends. CEPA provides insight into preparedness and response capabilities applicable to a broad range of risks. All counties update their CEPAs every three years.

The CEPA tool assists local subject matter experts to:

- Validate (or capture) some key information about the county (population, square miles, unique issues, etc.).
- Conduct a hazard assessment using a standardized methodology (likelihood x consequence) based on credible worst-case scenarios.
- Conduct a capability assessment using a standardized methodology to examine Planning, Organization (People), Equipment, Training, and Exercise (POETE) components of each capability and identify any capability gaps.
- Determine capacity limitations for each response capability (i.e., how long the county can deliver the capability without mutual aid).
- Identify an inventory of some key response resources within the county and any anticipated resource needs.
- Capture strengths/best practices and areas for enhancement.

#### Threat Hazard Identification Risk Assessment (THIRA)

A variety of mechanisms are used to understand the various risks and associated threats and hazards facing the State. As required by the Homeland Security Grant Program (HSGP) and the National Preparedness Goal (NPG), the State must complete an annual Threat Hazard Identification Risk Assessment (THIRA). The process involves the identification of scenarios that will most stress the State's capabilities and an assessment of those capabilities. Those capabilities are mapped to the core capabilities in each of the ESF Annexes created under the State CEMP.

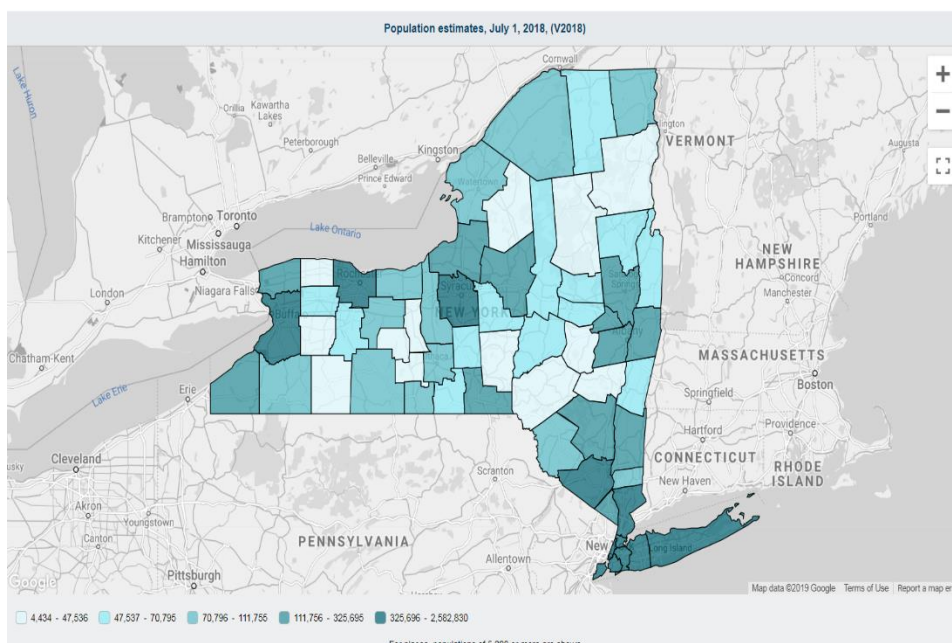
#### Previous Events and Operations

County and local government serve as the best source of information and situational awareness as to what is needed. Predicting critical resource needs based on previous events and operations allows local municipalities and the State to pre-position an estimate of supplies based on previous usage. However, not all hazards and emergencies are the same, and demographics within a community are likely to change. The State has the capability to review previous incident data to determine a general idea of the number of people affected in a certain area and the amount and types of resources that were requested by local governments.

For example, during Lake Ontario 2020, the State was able to utilize GIS service to depict on a map the detailed deployment of resources and the location, inclusive of resources assigned to the incident at a county location, and resources such as sandbags and water bladders that had been staged, deployed, and tracked.

#### Demographic Profiles

The U.S. Census Bureau offers a QuickFacts website which provides statistics for all states, counties, cities, and towns with populations of 5,000 or more. This resource can provide the State EOC with estimated demographic information of the affected area, should local points of contact be unavailable.



**Figure 2: NYS Quickfacts Census Data – as of July, 2018**  
<https://www.census.gov/quickfacts/fact/map/ny/PST045218>

### Modeling

New York State has pre-identified major hazard categories and resources needed within the time frames of 0-7 days, 7-30 days, and 30+ days in the New York State Major Hazard Categories/Resource Needs Time Phased Deployment and Agency Matrix located in Attachment 1.

### US Army Corp of Engineers “Local Distribution Point Planning for Commodities”

In order to refine the requirements based on an anticipated demand for mass care supplies, transportation of the resources, and private sector capacity and capabilities, it is recommended that local municipalities and counties use the US Army Corps of Engineers “Local Distribution Point Planning for Commodities” guidance documents. An Excel Spreadsheet commodity forecasting tool will assist in determining the initial quantities of commodities (water, ice, food, and tarps) required based on the forecasted population. The interactive spreadsheets and guidance document can be found at: <http://www.englink.usace.army.mil/gp/commodities.htm>.

It should be noted that the forecast tool will also estimate the number of CPODs, staffing, material handling resources, and other logistics support resources a county would require in an event. Note that the key element of CPOD planning is how many people can be serviced or processed, meaning the number of CPODs that can be adequately staffed by local government in the affected area in an event.

### Asset/Resource Tracker

The State employs the use of a Resource Tracker and an Asset Tracker through NY Responds (NYR). These tools have been used in previous events, such as Lake Ontario flooding and COVID-19. The Resource Tracker uses an Excel spreadsheet to track all defined resources. The Asset Tracker is a tabbed function in NYR that allows for the tracking of specific resources with identifiers such as a serial number or a license plate.

The State is in the process of building a Resource Tracking system with ITS. This system has been placed on hold due to the COVID-19 response.

#### Private Sector

Since 2004, major supermarket and home improvement chains such as Lowe's, Home Depot, and Walmart have made a corporate commitment to have stores open within 24 hours after an event. Each private sector retail store has their own baseline ordering guidelines. Disasters may impede this flow, as historically community members often prepare for known disasters or emergencies by securing resources for several days, which often leads to reduced amounts of products on retail shelves. The objective of state and local government is to ensure that resources are available to a community.

The State can use multiple online platforms to receive support from the private sector. DHSES and other agencies have internet websites that can be used for donors to offer goods and services that may be needed. At the operational level, private sector partners can be leveraged through the State EOC through NYS ESF #7, in conjunction with Procurement and implementation of the Donations Management Appendix. In past events, such as Tropical Storms Irene/Lee, Superstorm Sandy, and COVID-19, private sector partners supported New York State through coordination with the State EOC. This support has included commercial supply chains, such as Walmart and Target, and shipping service providers, such as UPS and FedEx. The State also has numerous stand-by emergency contracts in place with the private sector for a broad range of services, including supply and distribution capabilities. The State Donations Management Appendix was heavily used during COVID-19 for a host of supplies, equipment, and medical practitioners. Integration with federal partners would be coordinated through NYS ESF #7, if required, as identified the State CEMP/ESF #7 Annex. Integration with local government is accomplished primarily through local OEM offices, but can occur through coordination of a regulated community, such as health care facilities, via a state regulatory agency (State Department of Health). Additionally, DHSES can initiate an 800 line and phone bank for donated goods and services, as needed.

#### Volunteer Organizations Active in Disasters (VOADs)

State ESF #6 includes private sector and nonprofit partners under the VOAD partnership. DHSES/ Individual Assistance (IA) is the VOAD liaison for New York State and American Red Cross (ARC) is a co-chair. State VOAD is comprised of over 50 agencies that have the ability to respond within the state and will work with counties directly at the community level with the Community Organizations Active in Disasters (COADs). At the local level, most COADs have an understanding with the local emergency manager of their defined role, however some counties have a more established networks than others. Should a county have a lack of local capacity or capability, the State VOAD may be able to assist with building out local level capacity, including donations management. This capability is listed in the ESF #6 Annex, and the Donations Management Appendix.

#### State

New York State does have resources available at the 10 stockpiles throughout the state. Each stockpile uses the Statewide Financial System (SFS) with a pre-determined matrix for baseline norms to help determine the amount of resources that should be on-hand to assist affected populations. Past events, other efforts, and risk assessments provide insight as to where the State should maintain stockpiles, and the type/quantity of items in it.

#### Wrap Around Services and Resource Matrix

ESF #6 is the ESF that coordinates the State's Mass Care response. In past events, and now during the COVID-19 response, ESF #6 compiled a Wrap Around Services Matrix which defined capabilities of State agencies and associated partners in the areas of access and functional needs, caregiver support, childcare, communication, compensation, food, housing, medical care, pet care, pharmacy, psycho-social needs, school arrangements, security, social diversion, staging, transportation, utility support, and work arrangements. These services, where applicable, have been added to the Mass Care Appendix. This Matrix is a base document for future events, as the needs of each event may differ in scope or applicability.

#### **4. Resource Planning and Ordering**

Sourcing resources relies on establishing capabilities and capacity to provide commodities and equipment to disaster survivors based on pre-identified jurisdictional requirements. By establishing multiple sourcing mechanisms, New York State has built its existing internal capacity through the following:

##### Asset Management System (AMS)

- The AMS application provides state agencies with asset information and an emergency management portal which allows users to search for available rolling assets by license plate, asset ID, internal number, or by a keyword search function. The AMS application also allows users to locate assets on a map, run reports identifying the available assets or tasked assets associated with an incident, and view all assets. DHSES/OEM will use the AMS application to streamline and expedite the emergency resource request and deployment process, as well as monitor and report on the availability of assets during emergencies. This system would support the transportation of resources to an affected area.

##### New York Responds (NYR)

- New York State currently uses the universal emergency management software platform NY Responds to submit and share vital disaster-related information with local governments and state agencies. NYR tracks incident reports and resource requests with real-time tracking of assets.
- Resource requests for products, personnel, limited resources, transportation, procurement, or any mission request needed to support the incident are processed in NYR. These mission requests are then tasked to the appropriate ESF for fulfillment. If State agencies are unable to fulfill mission requests, alternate sourcing mechanisms are used, which include procuring, requesting Federal assistance, EMAC, and donations.

##### Emergency Contracts

- Emergency Standby Services Contracts have been established through the State Office of General Services (OGS) that can serve to support the State, local governments, and school districts. This support can include the distribution of commodities through third-party vendors, if needed.

##### Logistics Annex of the Comprehensive Emergency Management Plan (CEMP)

- The Logistics Annex of the CEMP defines the State's logistical operations for the allocation of resources. The Logistics Annex includes procedures to identify, locate, acquire, store, maintain, test, distribute, and account for resources used in emergency/disaster operations. After exhausting all local and State assets, Federal assets

may be requested. The process is outlined in the Logistics Annex and is not listed here for the purpose of brevity.

#### ESF #7 Annex

- The ESF #7 Annex provides the structure for coordinating response activities for incidents that go beyond the capability of local government. The ESF #7 Annex would support the following critical capabilities in the state: Logistics and Resource Management, Private Sector/Non-Governmental Organizations, and Planning. The ESF #7 Annex identifies DHSES as the lead agency and identifies the alert, notification, activation, and roles/responsibilities of each agency.
  - NYS Stockpile Program: The Stockpile Program consists of 10 strategically placed locations across the state that house a variety of resources often needed during a disaster. These essential resources include generators, light towers, mass care supplies (e.g., cots, blankets), meals ready to eat (MREs), pumps, and numerous other assets often needed during an emergency. Stockpile requests are considered by DHSES (in consultation with county emergency management) on a case-by-case basis depending on the nature of the request and the situation. However, the stockpile assets are only intended to be used during emergency situations and after other local resourcing options have been exhausted. All requests must be made to DHSES through the county emergency manager. These supplies will be deployed during a disaster from the nearest locations first and from other stockpiles as needed thereafter.
- Emergency Management Assistance Compact (EMAC): The Emergency Management Assistance Compact (EMAC) is a nationally adopted Interstate Mutual Aid Agreement. EMAC has been ratified by U.S. Congress (PL 104-321) and is law in all 50 states, the District of Columbia, Puerto Rico, Guam, and the U.S. Virgin Islands. EMAC is implemented through State OEM on behalf of the Governor and follows the five-step process to facilitate mutual aid. As a member of EMAC since 2001, the State has access to other state's resources during a State-declared disaster. The process for acquiring resources from other states is identified in the EMAC User's Guide.
- Volunteer and Donations Management Appendix: New York State's donations management goal is to provide victims of disasters with as much support as possible by effectively channeling offers and goods from the public. This Appendix provides guidance concerning donations of goods, materials, services, and cash. Topics addressed include the advantages of cash donations, State preparations for receiving, managing, and distributing donations, including close coordination with volunteer organizations.

#### Regional Resiliency Assessment Program (RRAP)

- In 2016, The Office of Counter Terrorism (OCT) and New York State Energy Research and Development Authority (NYSERDA) began collaborating on a major study of the State's petroleum pipeline under the U.S. Department of Homeland Security's "NYS Fuels Regional Resiliency Assessment Program (RRAP)." The program is designed to identify, catalog, characterize, and visually depict New York's fuel supply system. As part of the data collection process, the OCT RRAP team conducted 23 site visits at petroleum facilities across the State. The Team has also designed and led tabletop exercises and workshops with pipeline industry and emergency management personnel in various

regions of the state to review the impact of a severe weather event on NY's fuel distribution system. GIS products of facility boundaries, primary hazards, and interdependencies have been incorporated into NYR.

## **5. Distribution Methods for Consideration**

### County/Local Responsibilities

It is expected that counties will serve as the interface for distribution management to the public, directly or through local municipalities. It is recommended that counties coordinate with every municipality in their jurisdiction to determine exactly where CPODs will be, who will staff them, and the resource requirements. It is recommended that counties managing their own County Staging Areas (CSA) fully support every municipality in their county with resources as required, and process resource requests to the State when shortfalls exist. It is recommended that counties deconflict any issues where a municipality requests the State to direct-ship resources to CPODs in the municipality versus through at CSA.

### State Responsibilities

In large-scale emergencies or disasters, the State may utilize a variety of emergency facilities and locations to expedite the distribution of resources to the affected area. These facilities will be used to temporarily store needed supplies, donated or procured, prior to their transfer to organizations or people who need them. When a catastrophic disaster occurs, the State may establish FSSC, SA, CPODs, and/or Donation Centers to support the response.

Facilities to be used for FSSC, SA, or CPODs will, where possible, be identified by the requesting entity. The local knowledge of facilities and infrastructure to support the emergency facilities is essential to ensure efficient and successful operation of the facility. If possible, State or other governmental facilities meeting the necessary criteria will be used. The State can also use its own facilities such as SUNY campuses or procure space, if needed.

Disaster Assistance Service Centers (DACs) and/or Disaster Recovery Centers (DRCs) may also be used as distribution points. State agency personnel can be used to distribute commodities directly to the general public at these sites.

The State also plays a major role in CPODs for medical purposes. These points of dispensing are implemented through the State Department of Health in response to medical countermeasure planning and distribution requirements administered through the Centers for Disease Control and Prevention. When established for their intended goal, these CPODs can be augmented to distribute urgent medical supplies, if needed.

## **6. Baseline Inventory Management**

DHSES/Asset Management maintains a weekly and monthly inventory of stockpile resources. The monthly report is a full inventory of the stockpile equipment. The weekly report is used by the Operations Section during an incident and is geared towards operational needs. Upon request, the stockpile managers can quickly and accurately provide an inventory of all items in their respective stockpiles.

DHSES/Asset Management lists include on-hand supplies and equipment, and there is a pre-determined matrix for baseline norms and ordering resources. Should the quantity fall below the baseline matrix number during blue sky activity, Stockpiles will order the necessary resources through their normal procurement channels. State OGS has vendors on state contract who assist

with procuring resources, controlling costs, and improving the efficiency and readiness of the State.

## **7. Transportation**

ESF #1 has identified member agencies that work to coordinate the transportation systems and infrastructure support and assistance during an incident. The agencies in ESF #1 are responsible for transportation response, information and planning, debris clearance, damage assessments, restoration of transportation infrastructure, and management of the Area Transportation Infrastructure Groups (ATIGs). This would include transportation architecture, such as identifying key routes, and inbound and outbound flows for emergency services, evacuations, specialty teams, and the movement of emergency relief supplies and/or power restoration equipment. State contract or third-party vendors can haul, if needed.

ESF #7 has identified member agencies that work to address mission requests and requirements that are assigned to the ESF for action. This includes the transportation of goods, capability, speed, cost, resiliency, and reliability. The responsibility of member agencies is to assist and support DHSES/OEM to ensure effective accomplishment of all missions, tasks, and assignments assigned to ESF #7.

## **8. Pre-Determined Staging Sites**

### County Staging Areas

It is recommended that each county select three potential sites: a primary, an alternate, and a contingency. It is recommended that sites should be located 3 to 5 minutes from the affected area, have the ability to support countywide relief operations, be adjacent to a major highway, have the ability to establish safe one-way traffic through the site, and be reasonably secured. Examples of areas that have been previously used as CSAs are flea markets, agriculture centers/farmers markets, county public works yards, industrial parks, small airports, fairgrounds, or leased facilities.

Counties who determine that they have the capability to establish and manage CSAs and intend to do so must send pertinent information to State OEM regional offices and update the information annually.

### Federal/State Staging Centers

Pre-staging of resources should be outside of a potential impact area until the initial threat is over. Resources are then moved forward to one or more CSAs. Mobilization centers can either close or remain open as a rear area in order to accept a backlog of resources.

- Location:
  - On or near a major highway (required).
  - At a commercial or military airport/airfield (desired).
  - Near rail spur/head (desired).
  - Fenced or otherwise secure area, with the following preferences:
    - Covered area; 50,000 + square feet minimum; 4 each loading docks minimum;
    - Office area with communications available;
    - Hard stand area; and,
    - 800,000 square feet (20 Acres) minimum.

### Regional Catastrophic Preparedness Grant Program (RCPGP)

The RCPGP was a regional initiative to encourage collaboration between 30 counties within New York, New Jersey, Connecticut, and Pennsylvania. Under the RCPGP, the State conducted an in-depth analysis to identify and assess military and civilian airfields that can provide logistics support within the New York-New Jersey-Connecticut-Pennsylvania Combined Statistical Area. As a result of this initiative, airfield facilities and infrastructure capable of supporting air cargo operations within New York State were identified and their capabilities defined. The Air Cargo Infrastructure and Facilities Report, completed in 2010, includes airport ratings, ranking, and recommendations for use. Airport assessments were completed for most of New York State and not just limited to downstate assessments.

### Agreements and Leases

Staging Areas must be under either a Memorandum of Understanding (MOU) if no charges will be requested for reimbursement, or under a lease if there will be any use or reimbursement charges. State OGS is able to provide a listing of available facilities for temporary use during a disaster. Facility use agreements should cover the following topics: (add more, as needed):

- Confirm boundaries and use;
- Determine restrictions;
- Expectations of the landlord and tenant;
- Expectations and responsibilities regarding maintenance and repair;
- Expectations and responsibilities of trash removal;
- Insurance;
- Labor and security;
- Available assets and on-site resources;
- Phone lines and/or data connectivity;
- Exit and entry points;
- Parking areas;
- One-way traffic with road access (infrastructure);
- Overflow options;
- Lights and lighting;
- Utility costs;
- Pictures of record;
- Damage inspections;
- MOU or lease with use/rental agreement;
- Reimbursement procedures;
- Length of lease with renewal clause information; and,
- Point of contact for activation of the MOU or lease.

## **9. Tests, Training, and Exercising**

The State of New York sponsors and conducts a variety of training to improve response capability. This includes varying levels of training in the National Incident Management System (NIMS) curriculum. The State also develops and delivers a wide variety of specialized training, including training to meet Federal program and grant requirements. Additionally, many State agencies identify training requirements within their own organization to meet the needs of the agency for that specific discipline. The State of New York has incorporated the Homeland Security Exercise and Evaluation Program (HSEEP) into its emergency management program. HSEEP consists of both doctrine and policy for designing, developing, conducting, and evaluating exercises. The State also utilizes an exercise component as part of the planning process to test

the effectiveness of an emergency management plan. These exercises vary in scope and cross several state-level plans or annexes.

As part of the regular testing of resources and maintaining test records of those resources, DHSES Stockpiles utilizes the SFS Maintenance system. The system generates work orders based on a predetermined schedule depending on the type of equipment, routine service schedule, and general function checks.

The county health departments are the lead agencies for medical CPOD exercises with counties. The State Department of Health assists with regulation, expertise, and oversight of the exercises.

## **10. After Action Reports (AAR) and Corrective Actions Programs (CAP)**

Following an exercise or an actual event, an After-Action Report (AAR) should be completed by all staff involved in the event. The information gathered in the AAR will provide insight into future refinement of the Distribution and Inventory Management Annex. AARs will be completed as soon as possible following any relevant exercise and will be facilitated by the State OEM for plan updates, ideally at the end of the exercise. The AAR should be completed as soon as possible following the deactivation of the State EOC and provided to the State OEM, ideally within one to two weeks. DPC agencies will support all exercises and AARs. For example, in response to the Lake Ontario flooding in 2019, State OEM coordinated an AAR with all staff and agencies involved, resulting in a Corrective Action Program initiated by State OEM.

## **11. Innovation Moving Forward**

The State will use any and all opportunities to develop and implement innovative solutions. From a practical standpoint, New York State will continue to build capacity and capabilities based upon experiences and lessons learned from exercises or real-world events.

One example of an innovative solutions and leveraging the private sector took place in response to COVID-19. In response to COVID-19, Governor Cuomo collaborated with Governors from New Jersey, Rhode Island, Delaware, Connecticut, Pennsylvania, and Massachusetts to develop a regional agreement to address the supply chain for personal protective equipment (PPE) and other medical equipment and testing. This multi-state initiative included coordination efforts for collaborative procurement and policy strategies for governmental and non-governmental PPE suppliers for items that were either very scarce or unavailable through traditional purchasing means.

## **Section III: Response**

### **1. Alert, Notification, and Plan Activation**

The response to an incident may be adequate using only local resources or it may be one that necessitates or warrants a State response. As such, State involvement may be initiated in a variety of ways as various mechanisms are in place to serve as conduits to the request, acquisition, and deployment of State assistance. Several State agencies continuously operate their own warning points, operational centers, dispatch centers, or reporting systems that field requests for State assistance in addition to the daily operating needs. Pursuant to Federal, State, executive, and agency-specific protocols, these systems are routinely used for notifications of significant or reportable events and/or make emergency notifications to State personnel. Included among these is the New York State Watch Center (SWC). State assistance is often provided through these reception points which become more centralized under an overall State response upon activation of the State EOC.

### **2. Emergency Response Levels**

As identified in the State CEMP Volume 2 *Response and Short-Term Recovery* and the ESF #7 Annex, the State EOC maintains several activation levels based upon event severity and the overall level or volume of State response operations. Activation levels are indicative of the severity of the incident, the response to a specific hazard or threat, and include a host of operational functions and mechanisms. Those functions may be broad in scope, or may be narrow, such as providing assistance in logistics management and support.

The following levels of activation outline the operational steps the State may take in responding to any event.

Level 4 Enhanced Monitoring: A small, isolated, or potential event that has some indicators that warrant extra attention, enhanced monitoring, or external communication.

- State DHSES/OEM staff only.
- Agencies may be asked individually to provide support through remote operations or report from their home agency.

Level 3 Partial Activation: An incident or event requiring a partial activation of the State EOC, with ESF coordinating agency activation.

- ESF #7 agencies will be determined at the time of the event.

Level 2 Full Activation: An incident requiring full activation of the State EOC, with ESF activation.

- Most, if not all, ESF #7 member agencies will be activated.

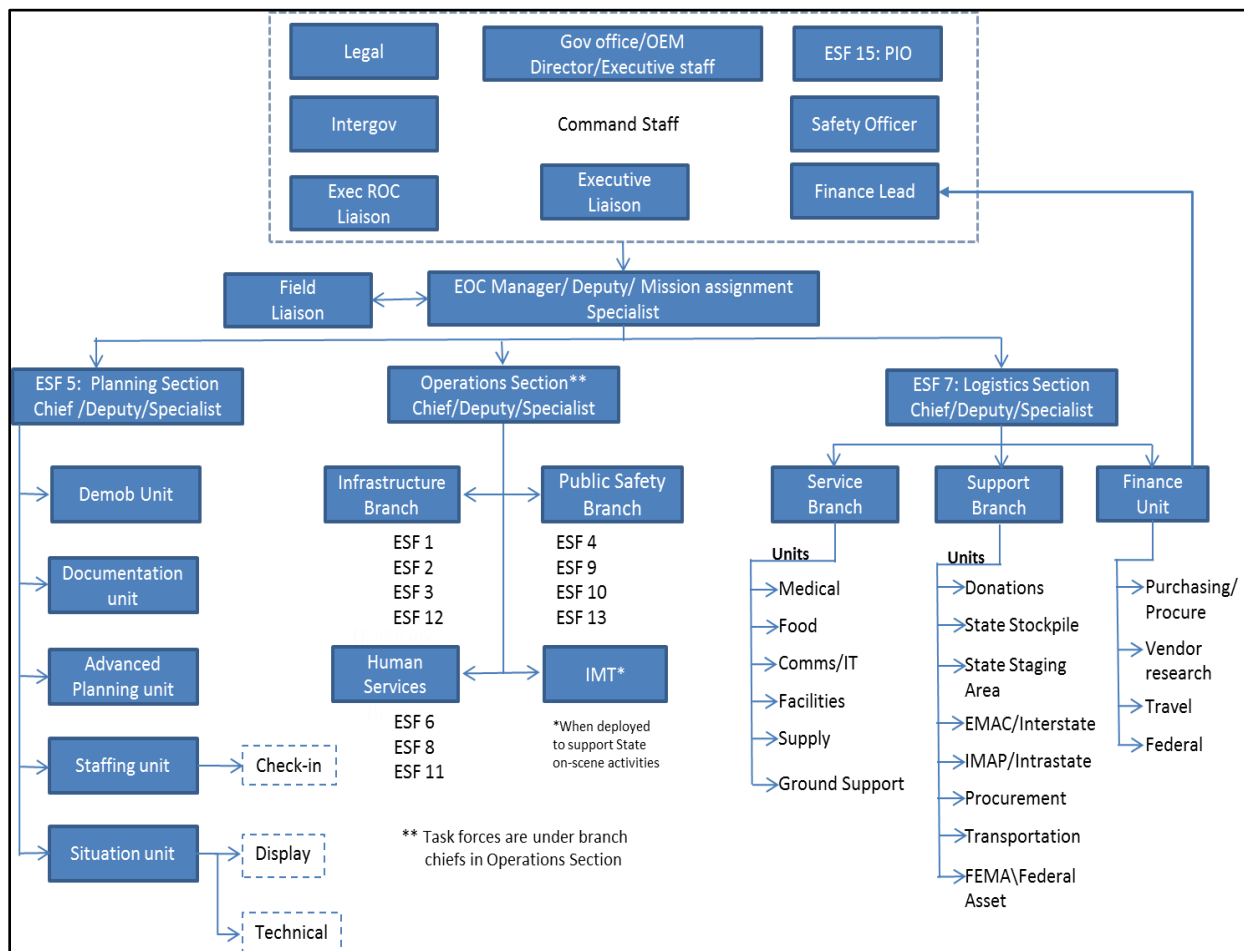
Level 1 Full State/Federal Response: An incident requiring full activation of the State EOC, with ESF activation, and Federal ESF integration and coordination.

- All ESF #7 member agencies will be activated.
- The activities of ESF #7 will be integrated with those of their Federal ESF #7 counterparts.

### **3. Emergency Response Organization and the Use of the Incident Command System**

The Incident Command System (ICS) will be implemented in response to an emergency situation. ICS allows for flexibility in its application so that its structure can be modified to any particular situation.

The State EOC is organized in the ESF construct. The ESF organizational structure provides support, resources, program implementation, and services needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal following a hazard event or disaster. The State EOC Organizational Chart is depicted below.



**Figure 3: State EOC Organizational Structure**

#### 4. Assignment of Responsibilities

This section reviews existing roles, responsibilities, and capabilities of local and state governments and agencies.

##### Local Government

Local government will be actively involved in resource distribution and inventory management, to the fullest extent possible. Each county, and many local governments, have a CEMP which provides the framework for the jurisdiction's response to emergencies and disasters. Each locally-developed plan will differ in its implementation, including in response capabilities, surge capacities, and in the ability to exercise authorities. A local point of contact would be identified to coordinate with local logistical management and act as a primary point of contact. This could be accomplished through the county OEM, local ARC chapters, other local agencies, or COADs.

## State Government

The State's role is to coordinate State logistical operations. Agencies may not have a specific role and responsibility in logistics, however responsibilities outside the logistical management and ESF #7 framework may overlap with the agency's capabilities to assist in logistical operations. State agencies that can provide transportation or distribution management of materials and resources include, but are not limited to: American Red Cross, Division of Homeland Security and Emergency Services, Division of Military and Naval Affairs, Department of Health, Department of Transportation, Office of Children and Family Services, Office of Temporary and Disability Assistance, Office of Parks, Recreation and Historic Preservation, State Office for the Aging, and organizations from the State Volunteer Organizations Active in Disasters (VOADs).

## **5. Response Requirement Defining**

### Requesting Resources Through the State

- All requests shall be placed through the county emergency management office.
  - If resources are available locally or through donations, mission requests will be filled locally or regionally.
    - If the request cannot be fulfilled locally or regionally, the request is forwarded through the State liaison or regional representative to the State EOC.
  - The NYR mission tracking and information system may be accessible through the State OEM liaison or regional representative, if connectivity is available.
- Resource requests must be singular in nature.
  - Do not combine dissimilar requests on one message or combine situational reporting information with a Mission Request.
    - For example: Personnel, trucks, and water
  - Mixed resource requests require the State EOC to re-enter the entire mission into separate messages, thus delaying the processing of the mission.
- Requests must be complete and contain the following:
  - POC name and phone numbers.
  - Delivery site name and address.
  - Detail specifics on the request, including quantity and size.
  - One-time order or recurring for X number of days.
  - Indicate if material handling equipment is available at the delivery site.
- Orders should be placed to cover at least 1½ to 2 days, or a 24-hour operational period.
- Each operation will establish operational periods, with time cut-offs for orders. Orders placed beyond the cut-off time are subject to shipment the following day.
- Some commodities require 3-4 days lead time due to source and distance.
  - Counties will be notified that they must forecast their requirements 4 days in advance for these resources.
- Note that backorders are based on availability.
  - The balance will be canceled if staging cannot completely fill the order or has a backorder that cannot be filled in a reasonable amount of time.
  - "More Owed" will be designated in NYR if the order can only be filled partially and that the order will be completely filled within a reasonable amount of time.
- Recipients will be required to sign for every resource and delivery.
  - All non-expendable property must be returned upon demobilization.

### Adjusting Resources

- Post-event actions are adjusted once further situational awareness has been obtained to form a common operating picture.

- Actual resource requirements.
- Burn rates (how much of an item is actually being consumed) based on actual distribution throughput.
- Par levels or minimal levels of inventory necessary to be on hand are then set for each resource to ensure that critical resource levels do not fall below 1½ days of inventory.
- Resource ordering is then based on these projections:
  - Changing outcomes.
  - Power restoration.
  - Degree of damage and residential occupancy.
  - Social services becoming available.
  - Financial assistance.
  - Resource support.
  - Long-term recovery planning.

#### Logistics Planning Cycle

- Forward Reports to county EOC by predetermined shift times.
  - Incident Action Plan (IAP)
  - Shipping Report
  - Receiving Report
  - Inventory
  - Accountable Property Report
- Forward reports to county EOC by predetermined shift times.
  - Commodity forecast for next 24-hours
  - Staffing Requirements

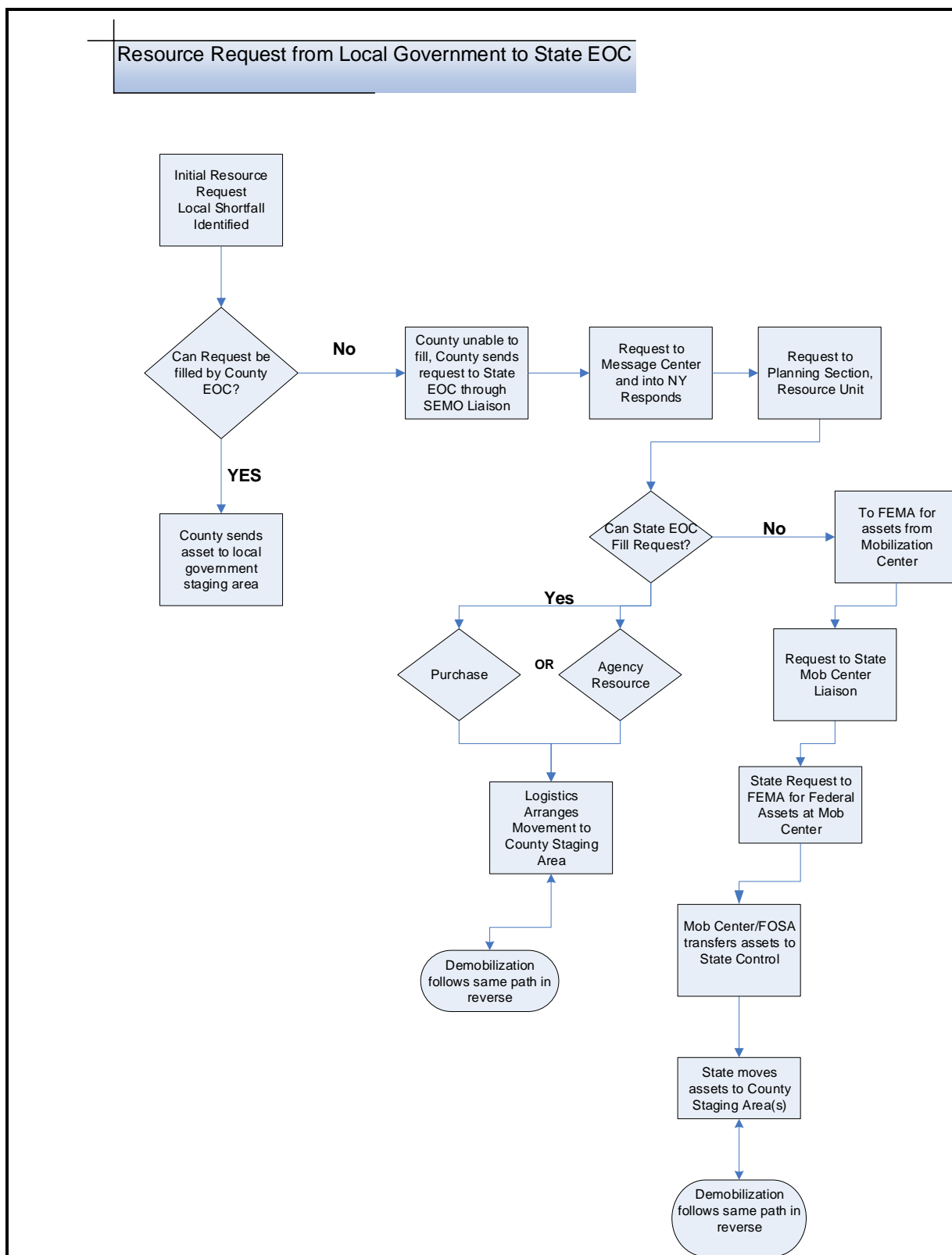


Figure 4: Resource Request from Local Government to the State EOC

## **6. Resource Ordering During a Response**

All attempts will be made to fulfill requests from existing resources and capabilities. However, depending on the size and type of incident, the State may have varying resources and capabilities available. If the State cannot fulfill the request, the following chain of support will be utilized, depending on availability:

- Donations
- Stockpile/staging
- Intrastate Mutual Aid Program (IMAP)
- EMAC
- Vendor
- FEMA

### Bulk Commodity Planning

Successful bulk commodities planning is based on an absolute understanding of the "pipeline effect" and its effect on requisitioning, receipt, and distribution. The required rate of delivery of bulk commodities is directly proportional to the point of end user's (POD) ability to distribute resources to victims (or throughput), and the status of commercial power restoration and/or respective outages. Simply stated, requests should not be for more commodities than the affected population (as determined by commercial power status) can reasonably consume in the operational period or can be effectively distributed to the same; doing so can and will hinder neighboring communities and a county's ability to support the needs of their citizens.

There are several forecasting tools that can be used to assist in determining the initial quantities of commodities. However, the key element to POD planning is throughput, meaning the number of people that can be adequately served in an event.

## **7. Distribution Methods**

### Commodity Points of Distribution/Medical Points of Dispensing

CPODs will be used by the local/municipal governments, for the purpose of receiving and distributing bulk emergency relief supplies. Two types of PODs may be established depending on the event. PODs are identifiable based on the logistics or health/medical orientation.

- The first types of CPODs are established post event for the purpose of distributing life sustaining commodities such as water, ice, food, tarps, and other bulk resources within the first 24-96 hours after an event. For logistics, these are termed as Point of Distribution (POD).
- The second type of PODs are those established under the State's Medical Countermeasure Distribution and Dispensing Plan for purposes of distributing pharmaceuticals, antidotes, and prophylactic medications in the event of a pandemic, biological, or chemical attack. Details for this program reside with the State Department of Health, county/local Health Departments, and county emergency management offices. For medical/health orientation, these are termed as Point of Dispensing (POD).

The purpose of a CPOD is for local governments to establish initial points where the general public will obtain life sustaining emergency relief supplies until such time as power is restored, traditional facilities such as transportation routes and retail establishments reopen, temporary respite areas established, fixed and mobile feeding sites identified, and relief social service programs are in place.

### CPOD Placement

The placement of CPODs in a community must be a well thought out process. Since 2004, many major supermarket and home improvement chains have made a corporate commitment to have their stores open within the first 24 hours after an event. Country-wide, private-sector industries and businesses provide the community with access to life-sustaining needs, such as food, generators, and cleaning supplies. Large companies have, or are in the process of, installing emergency generators at their stores in order to reopen as soon as possible. State agencies interface with private-sector industries and businesses through the state as part of agency regulations and/or regulatory actions, inclusive of Department of Health, Office of Counter Terrorism, Empire State Development Corporation, and the American Red Cross.

Local government, in conjunction with counties, should focus on placing CPODs in outlying areas in regions proximal to cities, towns, or villages so they can be sufficiently served or in an area where major supermarkets or home improvement chains have been destroyed, damaged, or non-operational. The objective of state and local government is to ensure that resources are available to a community - whether through donations, State or local government distribution, or available through purchase at local businesses.

Potential CPOD locations should be able to accommodate vehicle, pedestrian, mass transit traffic, or a combination of all three. CPOD placement should take into consideration public need, infrastructure capability, and resources as there may be limitations in communications, equipment, transportation, or personnel.

PODs are generally established and maintained at the county/local level. However, in cases where the State establishes and manages CPODs, locations will be identified at available state-owned properties, such as any of the SUNY campuses, OPRHP locations, Thruway rest stops, DEC or OPRHP locations, State Fairgrounds, any of the 10 State stockpile locations, or any other of the hundreds of state-owned real estate locations based on need as conditions warrant. State agencies will be used to locate, establish, manage, and maintain CPODs based on where they are needed during the time of the incident.

For CPOD staffing at a state-run CPOD, a staffing mission request will be sent through NYR and tasked to State agencies for fulfillment. The mission request will identify the number of staff needed, the hours staff are needed, and any specific staffing training requirements, assignments, or accommodations needed to fulfill the request.

### Hours of Operation

It is preferred that CPODs are open to the general public during daylight hours for security and safety reasons, typically 8AM to 8PM. However, timing may be influenced by location, time of year, or incidents that cause low light conditions. This allows for resupply of resources and allows for breaks for personnel and volunteers. Once CPODs are in full operation, it is recommended that deliveries to resupply PODs be made during the evening hours and staged for morning distribution unless the CPOD locations have the resources and physical capabilities to resupply during daytime hours without affecting operations. Otherwise, it is recommended that daytime deliveries be made only in emergency situations, as this may affect distribution operations.

### Commodity Distribution

The State will push resources (food, water, MREs, tarps, etc.) based on established projection models for the first three days based on emergency needs, not wants or perceived entitlements. By Day 3, each site will have an established “burn rate” of the quantities being distributed. Par levels will be established for each site, and future quantities will be direct shipped to each site.

Once a steady flow of resources is available, the quantities of commodities handed out at CPODs may be increased. The State can ship water, ice, and MREs (depending upon availability) directly to the CPODs within the first 24 hours post event. Ice and food may also be shipped based on the emergency needs of the event and community. Commodities will not be shipped into areas where retail stores are open, even under emergency power, and selling water and food.

#### Mobile Distribution

Not all counties are able to support locations for a CPOD, or the disaster may prevent pre-identified locations from being used. If locations are not able to support a CPOD, mobile distribution is an alternative option. Capabilities exist for the State to support mixed load mobile distribution to isolated farms, nursing homes, adult living facilities, the homebound and elderly, trailer and mobile home parks, and special facilities such as prisons, work camps, and isolated marinas that have fewer than 100 people. Agencies such as the American Red Cross, Salvation Army, and State Office for the Aging may have the ability to conduct limited mobile distribution to these areas while conducting feeding operations, but each local government must address how they will conduct mobile operations in advance based on their demographics.

If a local government is unable to conduct mobile operations due to the severity of an incident, ESF #6 can assist with the State's ability to support and facilitate the coordination of mass care, sheltering, emergency assistance, housing, and human services throughout the state during response and short-term recovery of an incident.

## **8. Inventory Management**

#### Accountability

The State maintains a record of inventory through asset tracking in NYR, stockpile inventory receipts, inventory forms, and DHSES/Finance. All resources should be tracked and noted in the call log in NYR. Counties are encouraged to maintain a current inventory of all logistic staging area resources and ensure that this information is provided to the State EOC prior to each operational period, in order to coordinate resource support.

From the operational standpoint, items are acquired through any of the mechanisms necessary, as appropriate. Once received by the State, they are added to warehouse-specific inventory systems, based on where the items are needed or stored. When a jurisdiction or a CPOD identifies the need, a mission is assigned in NYR. The requests are then reviewed, and a Mission Assignment Specialist will route the approved request to End-to-End Logistics where a "Pick-Order" sheet is created and sent to the appropriate warehouse to pick and distribute the requested goods to a CPOD. Once the order has been picked, the items are transported utilizing State agencies specific to transportation (ESF #7 Logistics). When delivery is complete, a Bill of Lading is provided, confirming all items listed have been received, it is signed by the receiver, scanned, and attached to the appropriate NYR call for the specific request. Finally, once the Bill of Lading is uploaded to NYR the Resource Tracker (in the State EOC) is responsible for documenting, the NYR call number, what was requested, what was received, what warehouse the items came out of, how and when they were delivered, and whether or not the call can be completed or Assigned to Incident if the items are non-consumables.

DHSES/Finance and DHSES/Asset Management have standard procurement policies regarding responsibility for new assets to be tracked when purchased, how to enter inventory and maintenance records into state financial reporting systems (SFS), and tracking of an asset through bills of lading and/or purchase receipts. Additionally, during an incident, assets and

resources are tracked through the Asset Tracker and the Resource Tracker in NYR. Resources are tracked from the point of request, to the point of delivery and return (if appropriate).

#### Distribution of Commodities

As a safeguard to providing the most people with resources during an event, personnel at the CPOD should follow the initial distribution noted below for the first 72-hour period of operations, unless instructed otherwise.

- 1 Gallon of water per person, per day (4 Liters)
- 8 pounds of ice per person, per day (1 Bag) (as available)
- 2 Emergency Food Rations (MREs, Shelf-Stable Meal or equivalent) per person, per day (if available and required)
- 1 each 20' X 25' Tarp (if available and if needed)

This safeguard will sustain commodity availability to the greatest amount of people until a strong pipeline can be assured, and a proper assessment of needs can be determined so there is not a shortage or surplus of resources.

#### Throughput of Commodities

On average, the following are the calculated distribution model for each commodity.

- 1 truck of water (4,500 gal) = 1,420 vehicles\*
- 1 truck of ice (40,000 lbs.) = 1,577 vehicles\*
- 1 truck of MREs (21,744 ea.) = 3,413 vehicles\*
- 1 truck of tarps (4,400 ea.) = 4,400 vehicles\*

\*Vehicles represent 3.17 persons per household according to U.S. Census data.

#### Accountable Property

Accountable property are items that will be returned to the State and/or respective owners if the item was leased. This includes items such as generators, flood pumps, cranes, vehicles, forklifts, ramps, light towers, or communications equipment. Prior to returning the item to service, it needs to be cleaned. Stockpile personnel have a maintenance schedule for all accountable property owned by DHSES. The Stockpile determines the life of a product, whether through an expiration date, amount of usage, or a preset lifetime of a commodity. The Stockpile has a preset disposal method for the commodity and for taking it out of service.

#### Consumable Property and Storage

Consumable property are items that are expendable. This includes items such as water, sand bags, cots, blankets, shelf stable meals, or MRE's. These items will be disposed of based on guidance from agency partners that maintain such property.

Storage of DHSES-owned commodities is managed by DHSES/Asset Management and located at the DHSES Stockpiles. Additional and future warehouses may be used during a large-scale event, which will follow the same inventory management procedures as the DHSES Stockpiles. Other partner agencies or groups also maintain consumable and expendable property, which includes agencies from ESF #6 for food, water, medical supplies, and personal care kits. All of these items are stored in compliance with guidelines and shelf life standards.

### Temporary Transfer of Property from the State to a County

- ESF #7 Logistics coordinates the transfer of the property from the State to county and county back to State.
- NYR tracks the property in the Asset Tab. The Bill of Lading and any hardcopy paperwork will be included in NYR as an attachment to the request.
- DHSES Recovery/Finance coordinates the financial aspects regarding how items are transferred to a county, whether the property is leased or purchased by the State, and who will be held financially accountable for the property.

## **9. Transportation**

Upon making a mission request in NYR, the requester will notate where the delivery point or staging for the resource will be or if local government performs pick up from the nearest available stockpile. Based on the objective of the mission, the State may transport resources to the affected area.

ESF #1 has identified member agencies that work to coordinate the transportation systems and infrastructure support and assistance during an incident. This would include determining inbound and outbound flows of traffic to an affected area or identifying alternative routes for outbound evacuation or medical facility moves, and inbound movement of resources and commodities, power restoration equipment, or specialized response teams.

ESF #7 has identified member agencies that work to address mission requests and requirements that are assigned to the ESF for action. This includes the transportation of goods and the mission requirements based on capacity, capability, speed, cost, resiliency, and reliability. ESF #7 Logistics will be tasked with requesting State agency assistance and will monitor the request until it is closed.

### Key Routes

In deciding the location for the CPOD, numerous factors come into play in deciding a location for a CPOD, including transportation architecture. Key routes in New York State are the major thoroughfares and roadways, such as the interstates 81, 84, 86, 87, 88, 90, 390, 490, 684, and 495 and US highways 4, 6, 9, 9W, 11, 20, 44, 62, 209, and 219.

### Transportation Nodes

When activated, ESF #1 Transportation provides the coordination for opening and maintaining transportation modalities, travel time estimates, and makes recommendations on travel route/times based on conditions. This includes land, water, and air through an Air Operations Branch under ESF #1. The major transportation nodes in New York State are land transportation (roadways and railways), air transportation, and water transportation. Should transportation architecture to the affected area be disrupted, ESF #1 will be tasked with debris removal of key routes. If land transportation is not viable, air or water transportation may be alternate options.

The NYS Canal Corporation possess water assets and can provide navigation information for the Hudson River, Champlain Canal, Eastern Erie Canal, Oswego Canal, Central Erie Canal, Cayuga-Seneca Canal, and the Western Erie Canal. Current water depths, notices, and alerts can be accessed via <http://www.canals.ny.gov/navinfo/index.html> or through the ESF #1 NYPA/CANALS liaison.

The NYS DOT Aviation Bureau has a map of all public use airports in New York state and can be accessed via <https://www.dot.ny.gov/divisions/operating/opdm/aviation/maps> or through the ESF #1 DOT liaison.

## **10. Potential Federal/New York State Staging Center Sites**

As of the 2021 New York State Logistics Annex, the following bases may be used as FSCCs:

- 914th Airlift Wing Air Force Reserve (AFRC), Niagara County.
- Griffiss International Airport, Oneida County.
- JFK Airport, Queens County.
- LaGuardia Airport, Queens County.
- Niagara Falls Air National Guard Base, Niagara County.
- Plattsburgh International Airport, Clinton County.
- Republic Airport, Suffolk County.
- Stewart Airport, Orange County.
- Stratton Air Guard Base, Schenectady County.
- Syracuse Air National Guard Base, Onondaga County.
- West Hampton Air Base, Suffolk County.
- Wheeler-Sack Base, Jefferson County.

Additional information, including Military Aircraft Information and specifications for each site can be found in Attachment 2 Guidance Document on Federal/State Staging Centers, Staging Areas, FOSAs, Regional Staging Areas & Points of Distribution.

These staging areas can be used to receive and distribute emergency relief supplies (water, food, cots, blankets, tarps, generators, etc.) to CPODs following an incident. These sites have the capability to be used as a support and/or staging area for disaster relief personnel and equipment for deployment into an affected area

Attachment 2 includes topical areas that covers many elements including airport size, runway capacity, forklifts/material handling equipment (MHE), marshalling space, site assessment criteria, and necessary staffing. Also included is necessary equipment and personnel for 3 types of PODs – Type 3 (4 lanes), Type 2 (2 lanes), and Type 1 (1 lane), and estimated commodity, unit per truck, and estimated number of people served. The graphic is a size calculation based on area size and commodities needed and distributed.

STAGING AREA CAPACITY CALCULATIONS			
SIZE	TRUCK & TRAILER		TRAILER ONLY
250,000SF/6 acres	208		347
360,000sf/9 acres	300		500
490,000sf/12 acres	408		681
640,000sf/15 acres	533		889
810,000sf/18 Acres	675		1125
1,000,00sf/21 Acres	833		1389
1,210,000sf/24 acres	1008		1681
1,440,000sf/24 acres	1200		2000
42,000SF = 1 acre			
Commodity	Unit	Per Truck	# of People Served
Blankets	Each	1000	1000
Cots	Each	500	500
Ice	Lbs.	40,000	5000 (1 bag per)
Water	Gallons	4500	4500 (1 gal per)
MREs	Each	21,477	10,000 (2 per)
Sheeting 20'x 100'	Rolls	616	
Sheeting 20'x 50'	Rolls	1300	
Tarps	Each	4400	4000 families
Each Car Represents:	1 family or	3 people	
Provisions for Each Car:	3 bags Ice, 1 case water, 6 MREs, 1 tarp		

**Figure 5: Staging Area Calculations, Attachment 2 – Planning Guidance on Federal/State Staging Areas**

## **Section IV: Recovery and Demobilization**

### **1. Recovery**

As the event transitions to recovery, requests for critical resources and distribution measures will begin to diminish. Regardless of the extent of damage, New York State will strive to assist local governments, businesses, and citizens in recovering from the impacts of a hazard or disaster. Where possible, mitigation measures will be incorporated into recovery activities to lessen the impact of reoccurrence or eliminate it entirely.

### **2. Demobilization**

The Demobilization Checklist, found in Section V Form, Form 7, will assist CPOD management with the demobilization of CPODs and/or CSAs at a local level. The checklist covers the initiation of the demobilization process and responsibilities, redistribution of supplies, dismantling a CPOD, and closeout operations and records.

### **3. Documentation**

As part of a standard incident management practice, staff will be instructed to document all activities until the State has returned to normal operations, including the use of electronic or hardcopy materials generated in the event. Systems are in place to monitor and facilitate:

- Tracking files, documents, and records (including emergency operating costs) for future reference.
- All shipping, receiving, truck logs, and copies of all electronic media and records will be sent to and maintained by the county EOC, with copies entered in NYR under each corresponding NYR number.
- All copies of all bills, receipt of equipment, shipping reports, etc. will be sent to and maintained to Logistics Section at the county EOC, with copies entered in NYR under each corresponding NYR number.
- The ESF #7 Logistics Section will assemble records for assets that were acquired or distributed through the ESF.
- Finance/Administration will keep records to identify the expenditures incurred via emergency purchase.
- All records should be documented in NYR.

## **Section V: Forms**

The following forms are instrumental in assisting local governments, counties, and State agencies with mission requests, distribution of resources, and inventory management.

1. Mission Request Form
2. CPOD Short Form
3. CPOD Inventory Sheet
4. CPOD Receipt of Inventory Form
5. CPOD Shipment of Inventory Form
6. Support Vehicle Inventory
7. Demobilization Checklist

## Form 1: Mission Request Form

<b>New York State Emergency Management Mission Request Form</b>				
Incident Name:			NY Responds Ref #:	
<b>What do you expect to accomplish/Mission Objective?</b>				
Expected Condition Duration: _____ Hours		Date of Request:	Time of Request:	Priority
Date/Time Due:				
Caller Information: Last:		First:		
Requesting Agency:				
Address of Caller:		City:		
State:		ZIP Code:		
Phone	Cell		Fax	
E-Mail	Pager		Other:	
Delivery Point/Staging:			County:	
POC Responsible for Resource: Last:			First:	
Phone	Cell		Fax	
Directions to Staging (Include Address):				
Reassignment Destination 1:			POC	
Reassignment Destination 2:			POC	

## Form 2: CPOD Short Form

**This form is used to maintain information on each CPOD. This profile is to be filled out by the CPOD Coordinator.**

Date prepared:	Updated:		
Site Name:			
□ COUNTY			
TYPE OF SITE: <input type="checkbox"/> TYPE I <input type="checkbox"/> TYPE II <input type="checkbox"/> TYPE III			
POC Name:			
Location Address:	Phone:		
	E-Mail		
	Fax:		
Latitude	Longitude		
Loading docks on site?	How Many?		
Fork Lift on Site?	Operator Available?		
Pallet Jacks on Site?			
Labor to assist in the unloading on site?			
Hours of Operations			
Non Expendable equipment assigned to the site from the other sources			
Personnel assigned to site	Agency Providing personnel		
Special Considerations			

**Form 3: CPOD Inventory Sheet**

**CPOD Inventory Sheet (Expendable Supplies)**

**CPOD Location:** \_\_\_\_\_ **#:** \_\_\_\_\_

**Period Covered** \_\_\_\_\_

<b>RESOURCE</b>	<b>OPENING BALANCE</b>	<b>RECEIVED PAST 24 HOURS</b>	<b>ISSUED PAST 24 HOURS</b>	<b>QUANTITY ON HAND</b>	<b>TOTAL RECEIVED TO DATE</b>

***The purpose of this form is to maintain a periodic inventory of the CPOD. This form is for expendable supplies such as ice, water, food etc. and is used to develop “burn rates.”***

**Form 4:****CPOD Receipt of Inventory Form**

THE PURPOSE OF THIS FORM IS COLLECT INFORMATION ON THE RECEIPT OF EXPENDABLE AND NON-EXPENDABLE SUPPLIES AND EQUIPMENT RECEIVED INTO THE CPOD INVENTORY. THE CPOD SUPERVISOR WILL FILL OUT THIS FORM, THE BILL OF LADING OR MANIFEST IF PROVIDED ATTACHED AND DELIVERED TO THE STAGING AREA LIAISON. ONE FORM PER DELIVERY.			
Date:		Time:	Vendor:
Delivered by:		Bill of Lading Number:	
Item	Identity Number	Quantity	Packaging
Disposition		Stored at CPOD Site Yes / No	
Direct Shipped (attach to shipping form)	Mission Number	Copy Provided to shipping officer Yes / No	
Signed: Receiving Officer			
Internal Audit use only			
Audit Control #		Mission Tracker # Requesting these resources.	

**Form 5: CPOD Shipment of Inventory Form**

THE PURPOSE OF THIS FORM IS COLLECT INFORMATION ON THE SHIPMENT OF EXPENDABLE AND NON-EXPENDABLE SUPPLIES AND EQUIPMENT SHIPPED FROM THE CPOD INVENTORY. THE CPOD SUPERVISOR WILL FILL OUT THIS FORM. THE TEMPORARY HAND RECEIPT IF PROVIDED, ATTACHED AND DELIVERED TO THE STAGING AREA LIAISON. ONE FORM PER DELIVERY.

Date	Time	CPOD Mission Number	
Mode of Transportation commercial / military / land / air			
Transportation Description/ identity			
Shipped To:			
Item	Identity Number	Quantity	Packaging
Signed : Shipping Officer			

Copy 1 Supervisor's Records  
Copy 2 Logistics Liaison  
Copy 3 Receiving Agency

<b>Form 6: Support Vehicle Inventory</b>  <b>Support Vehicle Inventory</b>  Use separate sheet for each vehicle category		<b>Incident Name</b>		<b>Date Prepared</b>	<b>Time Prepared</b>	
VEHICLE INFORMATION						
TYPE	MAKE	CAPACITY/SIZE	AGENCY/OWNER	ID NUMBER	LOCATION	RELEASE TIME

**Form 7: Demobilization Checklist**

<b>Demobilization Checklist (May Require Additional Modifications)</b>	
<input type="checkbox"/>	<b>Responsibilities: Demobilization Initiated</b>
<input type="checkbox"/>	<u>Notification:</u>  Counties, in conjunction with the State EOC, evaluate the requirements to suspend or relate CPODs and/or CSAs.  Notify all agencies supporting the CPOD of the need to demobilize operations.
<input type="checkbox"/>	<u>End Receiving:</u>  Notify State EOC and vendor of demobilization and to stop shipment at least 24 hours prior to the final delivery request.  Notify incoming shipments of any need to change shipping points prior to demobilization.
<input type="checkbox"/>	<u>Demobilization Planning:</u>  Develop transfer plans for all goods, inventory, and support systems.  Development plans for repacking equipment and goods for transfer back to the owner's control.  Notify vendors of demobilization date and time for pickup of vendor supplied non-expendable equipment.
<input type="checkbox"/>	<u>Demobilization Preparation:</u>  Stage supplies for shipping to CPODs, VOADs, and other active agencies.  Stage materials and state-provided resources and support systems for pickup.  Stage vendor-provided resources and support systems for pickup.
<input type="checkbox"/>	<b>Redistribute Supplies</b>
<input type="checkbox"/>	<u>Redistribute Supplies:</u>  In coordination with all levels of government, redistribute the remaining supplies to CPODs, VOADs, Federal agencies, State, or other active agencies.
<input type="checkbox"/>	<u>Redistribute Materials:</u>  In coordination with representatives in the CPOD, redistribute remaining materials to remaining distribution sites, VOADs, Federal agencies, State, or other active agencies.  Recycle pallets.
<input type="checkbox"/>	<b>Dismantle the Pod</b>

<input type="checkbox"/>	<p><u>End Operations:</u></p> <p>Notify the State EOC and local EOCs that shipping to CPODs will be ending, with a certain date and time.</p> <p>Return all equipment to the rightful owners.</p>
<input type="checkbox"/>	<p><u>Pack Equipment:</u></p> <p>Dismantle all equipment, especially office systems and support equipment.</p> <p>Prepare forklifts and pallet jacks for pickup and loading.</p> <p>Recover all unused equipment and properly store it in the logistics support trailer.</p>
<input type="checkbox"/>	<p><u>Decontaminate Equipment:</u></p> <p>Decontaminate any equipment that has been used in flooded areas, such as pumps and pipes used to pump out the flooded areas.</p>
<input type="checkbox"/>	<p><u>Inventory Equipment:</u></p> <p>Inventory all office equipment and systems versus the initial receipts.</p> <p>Inventory all forklifts, pallet jacks, and other floor operation equipment for pickup.</p>
<input type="checkbox"/>	<p><u>Transport Ready:</u></p> <p>Contact vendors and provide pickup date and time for remaining equipment and systems.</p> <p>Contact state resources to pick up all equipment and support systems.</p> <p>Ensure transport is available for any remaining resources.</p>
<input type="checkbox"/>	<p><u>Load Equipment:</u></p> <p>Work with the State EOC, county EOC, and vendors to load the remaining equipment and support systems.</p>
<input type="checkbox"/>	<p><u>Clean Site:</u></p> <p>Perform final site cleaning for transfer back to local or vendor control.</p>
<input type="checkbox"/>	<p><u>Site Inspection:</u></p> <p>Perform site inspection to determine readiness for return.</p>
<input type="checkbox"/>	<p><u>Return Site:</u></p> <p>Return site to local or vendor control.</p> <p>Arrange to disconnect hard lines.</p> <p>Notify county EOC that control has been returned.</p>

<input type="checkbox"/>	<b>Close Out Operations/Records</b>
<input type="checkbox"/>	<p><u>Release Staff:</u></p> <p>Ensure staff is properly rested prior to departing for home station.</p> <p>Have staff turn in all issued safety gear, signage, and other issued equipment.</p> <p>Notify agencies and county EOC.</p> <p>Release CPOD management from duties</p>
<input type="checkbox"/>	<p><u>Notify the State Office of Emergency Management:</u></p> <p>Notify State and local EOCs that all CPOD operations are discontinued, and demobilization is complete.</p>
<input type="checkbox"/>	<p><u>Return Records:</u></p> <p>Send all shipping, receiving, and truck logs, plus copies of all electronic media and records back to the county EOC.</p> <p>Send copies of bills, receipt of equipment, shipping reports, etc. back to the Logistics Section at the county EOC.</p>
<input type="checkbox"/>	<p><u>End Deployment:</u></p> <p>Everyone goes home for much needed rest.</p>

**Attachment 1:**

**New York State Major Hazard  
Categories/Resource Needs Time Phased  
Deployment and Agency Matrix**

## New York State Major Hazard Categories/ Resource Needs Time Phased Deployment and Agency Matrix

The New York State Major Hazard Categories/ Resource Needs Time Phased Deployment and Agency Matrix can be found in its entirety in the State OEM Planning Section, the State OEM Operations Section, and on the P:/Planning drive.

### NEW YORK STATE MAJOR HAZARD CATEGORIES/ RESOURCE NEEDS TIME PHASED DEPLOYMENT AND AGENCY MATRIX

The information contained in this section address the resource needs of the major hazard categories in New York State by timeline and by agency specific contribution. This is designed as a quick reference of the types of resources needed to address each hazard at different phases during the emergency. The resources include personnel, teams, equipment, supplies, services and facilities. Training needs are addressed by hazard and requirements through several mechanisms: a training needs assessment for local and state government, the after action review process as outlined in the after action review policy and the Homeland Security Exercise Evaluation Process. Funding for response resources they are provided by various state agency operating budgets, as well as the appropriation of emergency funds by the State Legislature and if the event is serious enough; through a Presidential Declaration or other Federal Emergency Program.

**The Response Phase:** The response phase is normally defined as the first week (pre impact-7 days) of operations when an event occurs. With some events, that have a pre-warning, these actions will begin before actual impact. Response Phase operations are normally focused on immediate emergency incident assessment, stabilization (such as search and rescue, etc.) and critical priorities to address basic human needs (food, water, shelter, medical). This phase also addresses disaster access and communications as well as critical infrastructure support (road opening, emergency power, emergency fuel, etc.).

**Short Term Recovery Phase:** The short-term recovery phase is normally defined as 1 week to 1 month (7-30 days) of the disaster onset. This period during an emergency begins the process of transitioning the response aspects of an event into longer term recovery. Actions conducted during this time typically include detailed damage assessment, debris management, critical infrastructure restoration, individual assistance to victims and several other areas.

**Long Term Recovery Phase:** The long term Recovery phase is normally defined as beyond 1 month (30+ days) of the disaster onset. This period is the process of transitioning the emergency to begin returning the situation to a normal or pre-event type status. Long-term recovery could theoretically take many years to achieve the normal or pre-event environment depending on severity and level of impact. Long-term recovery actions include permanent repair, construction, environmental cleanup, disaster assistance programs, economic viability, mitigation projects and other issues. The State's long term strategy is addressed in the State Comprehensive Emergency Management Plan.

**NOTE:** The phases and the below resource needs are guidelines for emergency situations. Each event is unique and specific needs will require evaluation at the time of the situation.

Resource Needs Time Phased Deployment and Agency Matrix  
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**Attachment 2:**

**Guidance Document on Federal/State  
Staging Centers, Staging Areas, FOSAs,  
Regional Staging Areas, and Points of  
Distribution**

## Guidance Document on Federal/State Staging Centers, Staging Areas, FOSAs, Regional Staging Areas & Points of Distribution

The Guidance Document on Federal/State Staging Centers, Staging Areas, FOSAs, Regional Staging Areas & Points of Distribution can be found in its entirety in the State OEM Planning Section, the State OEM Operations Section, and the P:/Planning drive.

The guide is intended to be a resource for federal, state, and local partners in the logistical response for an incident or disaster. The guide is intended to provide minimum requirements for the establishment of logistical support facilities and is meant to be flexible to meet the needs of the incident. The guide is based on the principles of the Incident Command System (ICS) and the duties and responsibilities of the staff mirror those contained in ICS documents.

### Guidance Document on Federal/State Staging Centers, Staging Areas, FOSAs, Regional Staging Areas & Points of Distribution

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