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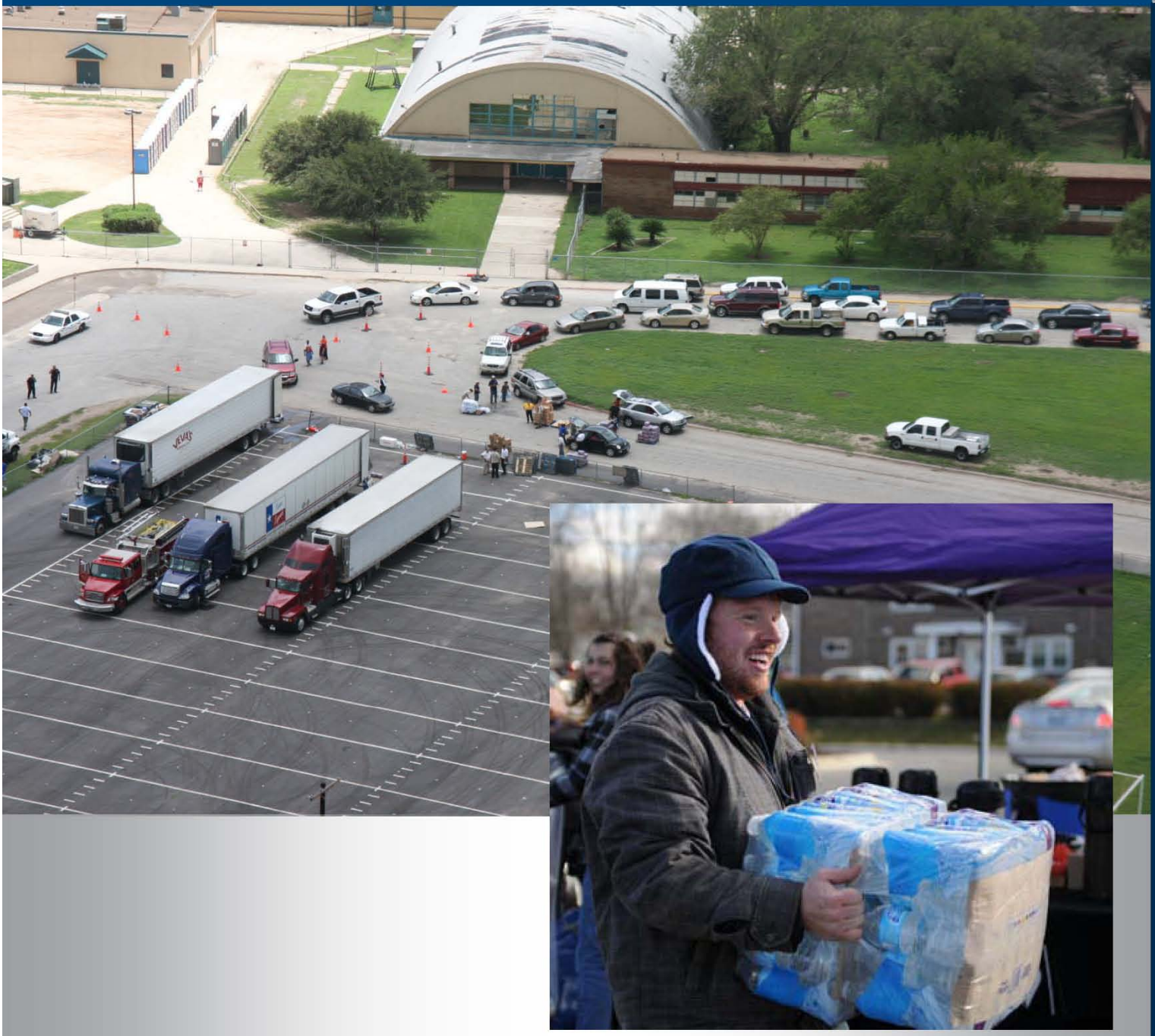
Puget Sound Regional Catastrophic Preparedness Grant Program



Community Points of Distribution Planning

A Guide for Washington Communities

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Community Points of Distribution Planning Guide Background

The Regional Catastrophic Preparedness Grant Program (RCPGP) provides funding to enhance catastrophic incident preparedness in ten urban areas, including the Puget Sound Region. RCPGP supports coordination of regional all-hazard planning for catastrophic incidents, including the development of integrated planning communities, plans, protocols, and procedures to manage a catastrophic incident.

For the past three years, a team led by Thurston County, has been developing a Resource Management and Logistics Toolkit. As part of this effort, the team elected to develop a guide to help Washington communities create local Community Points of Distribution (CPOD) plans. Washington communities are diverse and no single solution or method will work for all jurisdictions. To demonstrate the flexibility and range of potential approaches, four jurisdictions (Snohomish County, Thurston County, and the cities of Bellevue and Tacoma) were selected to participate in a pilot study. These jurisdictions were selected because they represent a range of geographic, demographic and socioeconomic conditions found within Washington State.

The pilot study identified best practices and a planning process that can be readily used by other jurisdictions. The study included researching best practices learned during other CPOD deployments, applying this research to create CPOD plans for the four pilot jurisdictions, and testing the planning concepts during a tabletop exercise and a full-scale exercise. This guide is the culmination of all of the lessons learned during the pilot study.

How to Use This Guide

This guide provides a systematic process for creating a CPOD plan. It describes the steps that need to be taken, as well as questions that must be answered and decisions that should be made along the way. Lessons learned by the four pilot jurisdictions, tips, and helpful hints are highlighted in text boxes throughout the guide.

For additional support, this guide includes a CPOD plan template and a CPOD tabletop exercise situation manual. The plan template and exercise situation manual can easily be customized to meet a specific jurisdiction's needs.

For More Information

For more information on this project or to obtain electronic copies of the CPOD plan template or the exercise materials, please contact the following individuals:

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Chapter 1
Pilot CPOD Communities

The following jurisdictions participated in the pilot study. Their work serves as the foundation for developing this guide.

City of Bellevue

Bellevue is the fifth largest city in Washington, with a population of more than 122,000. It spans more than 31 square miles between Lake Washington and Lake Sammamish. Bellevue is one of the most culturally diverse cities in Washington, even surpassing Seattle. Its residents represent many different races and ethnicities. Bellevue is also one of the wealthiest and most educated communities in the state. All the same, in some neighborhoods pockets of poverty exist.

In Bellevue's urban core, many residents live in multi-story apartments and privately owned high-rise buildings. To serve this population, the City tested its ability to implement walk-up CPODs. Bellevue intends to recruit nonessential city employees, faith-based organizations, and community watch program participants to manage and staff its CPOD sites.

For more information, please contact Luke Meyers, Emergency Manager Bellevue Fire Department at (425) 452-6813 or LMeyers@bellevuewa.gov.

Snohomish County

Snohomish County is situated, between Skagit County to the north and King County to the south. Its 2196 square mile area is bordered on the west by Puget Sound and on the east by the crest line of the north Cascade Mountains.

Snohomish County's population is almost evenly divided between rural and urban, with the majority of urban living occurring in the western portion of the county. On its east side, the County has limited road infrastructure, and it is anticipated that much of the road infrastructure will be damaged or rendered impassable by the primary or secondary effects of a major disaster like an earthquake. This limited road infrastructure is a key factor in Snohomish County's CPOD planning efforts and requires planners to look for CPOD sites that can be accessed by a secondary mode of transportation, such as air or rail.

For the pilot study, Snohomish County developed a CPOD plan for four rural, mountain communities along Highway 2: Monroe, Sultan, Gold Bar, and Index. These communities illustrate how jurisdictions can work together to share commodities in the event that one or more of them become isolated. In addition to traditional drive-through CPODs, Snohomish County explored using air delivery to an isolated community as well as mobile delivery to individual homes. Snohomish County anticipates that some families may need to pick up multiple days worth of commodities due to their limited ability to access the CPOD.

For more information, please contact Randy Fay, Logistics Section Chief for Snohomish County Department of Emergency Management at (425) 388-5063 or Randall.Fay@co.snohomish.wa.us.

City of Tacoma

Tacoma is situated at the foot of Mount Rainier along the shores of Commencement Bay. It is Washington State's third largest city, with a population of about 200,000 residents. Tacoma serves as the center of business activity for the South Sound region, and is home to the seventh-largest container port in the United States.

Tacoma covers an area of 63 square miles and is made up of well-established, traditional urban neighborhoods. For the pilot study, Tacoma developed a plan for drive-through and walk-up CPODs in each of its neighborhoods. The city also tested operating a CPOD in the downtown core that was primarily drive-through, but also served walk-up and public transportation traffic. Tacoma plans to use its Community Emergency Response Teams to staff its CPODs.

For more information, please contact Ute Weber City of Tacoma Emergency Management at (235) 594-7980 or uweber@cityoftacoma.org.

Thurston County

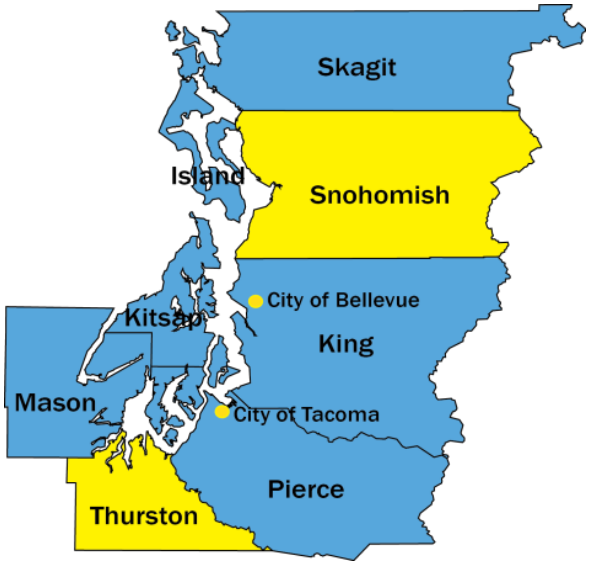
Thurston County is located at the southern end of Puget Sound and has a total area of 774 square miles. Its topography ranges from coastal lowlands to prairie flatlands to the foothills of the Cascade Mountains.

Thurston County is home to the state capital and more than 254,000 residents. Its population is evenly divided between those who live within its eight incorporated cities and towns and those who live in the unincorporated area. Rural residents are accustomed to driving into town to shop and access services.

For the pilot study, Thurston County tested its ability to serve the unincorporated population using traditional drive-through CPODs. Although this method would be successful for some areas and for some incidents, alternate methods of delivery will be needed, especially mobile delivery, to successfully support the outlying area. Thurston County plans to use food bank employees and volunteers and faith-based organizations to manage and staff its CPODs.

For more information, please contact Sandy Johnson Thurston County Emergency Management at (360) 867-2824 or johnsons@co.thurston.wa.us.

Figure 1 Four Pilot Jurisdictions in the Puget Sound RCPGP



Chapter 2
Introduction

What Is a CPOD?

Community Points of Distribution (CPODs) are sites where the public can pick-up life-sustaining emergency relief supplies following a disaster. CPOD sites are needed when retail establishments are closed and the public does not have access to basic commodities (food, water, ice). CPOD sites remain open until retail sites reopen or sufficient mass care operations are in place.

Community Points of Distribution

CPODs are centralized locations where the public receives life-sustaining commodities following a disaster. Commodities may include shelf-stable meals, water, ice, tarps and blankets.

Why Should Your Jurisdiction Have a CPOD Plan?

Most often, the limiting factor in providing commodities to the affected population is not the availability of commodities but the existence of an efficient local distribution system. Pre-planning CPOD sites is critical to ensure that a jurisdiction has the ability to receive, store and distribute supplies. Local Emergency Management Agencies can activate the most effective distribution sites to handle the situation.

Are CPODs a Good Concept for an Earthquake-Prone Region?

Each pilot jurisdiction met with its planning team to discuss whether CPODs are a viable concept for an earthquake-prone region. Unlike hurricanes, earthquakes occur without warning and cause wide spread devastation to road infrastructure. In addition, businesses in the Puget Sound have worked hard to build resiliency and will attempt to reestablish their supply and distribution systems as quickly as possible following disaster.

However, each pilot jurisdiction quickly realized that similar to hurricanes, the primary and/or secondary effects of an earthquake could easily create a situation that might make essential commodities unavailable to the public. They also agreed that while some businesses may get up and running quickly, the private sector may be unable to open stores in hard-hit or economically disadvantaged areas where there is the greatest need for essential commodities. It will be imperative for government and the private sector to work together to meet the public's needs. Thus, the pilot jurisdictions created flexible CPOD plans that consider alternative sites, strategies and delivery methods.

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Chapter 3
Getting Started with CPOD Planning

This section describes how to develop a CPOD plan using a stakeholder group with representation from a variety of government agencies as well as nonprofit organizations, faith-based groups, and the private sector. Employing a whole community approach to emergency planning is considered a best practice, as described in *Developing and Maintaining Emergency Operations Plans: Comprehensive Preparedness Guide (CPG) 101 Version 2.0.*

While a well-written plan is essential, the importance of the planning process itself should not be underestimated.

Note: Most other states refer to CPODs as Points of Distribution or PODs. In Washington, PODs are Points of Dispensing. They are used by health agencies for distributing medical supplies.

Initiating the Planning Process

When starting any planning effort there are a few questions that should be answered: Who will lead the plan development, coordinate the process, and write the plan? When is the best time to get started? How long will it take?

Who Should Coordinate the Process?

The first step of the planning effort is to identify who should lead the process, who should coordinate plan development, and who will write the plan. This may be one person/organization or three people/organizations. For efficiency and continuity, it might be easier if one person/organization does all three tasks. However, time constraints, politics or the culture of the organizations involved may lend itself better to sharing these roles. For example, the Emergency Management Director might be able to lead the process, but may not have the time to coordinate plan development or write the plan.

Who Coordinated the Four Pilot CPOD Plans?

The emergency management agency in each of the four pilot jurisdictions coordinated their CPOD plan development.

While there is no one right answer, the following factors should be considered when identifying individuals and organizations to serve in these roles:

- **Who has the time?** In general, the leader and coordinator should be able to dedicate between 10–25 percent of their time to CPOD planning responsibilities. More than 25 percent of the coordinator's time may be necessary if the plan will be developed in-house without the assistance of a contractor, or if the timeframe to develop the plan is short (less than 6 months).
- **What area will the plan cover?** If the plan will cover an entire county or city, an organization that supports that same area should be designated to lead the process. For example, if the plan covers an entire county, it might be difficult for a city agency to lead the process. The plan may be regional in nature (cover multiple counties or jurisdictions) and representatives from more than one jurisdiction could be a good choice to co-lead and co-coordinate the planning process.

- **Who will be responsible for maintaining or implementing the plan?** Individuals and organizations responsible for maintaining or implementing the plan do not need to serve in the lead or coordinator roles. They may not even be known at the beginning of the planning process.

In addition to determining who will lead or coordinate the planning process, local government will need to decide whether to develop the plan in-house or use a contractor. Again funding, staff availability, and deadlines will affect this decision.

Role of a CPOD Plan Leader

The leader is ultimately responsible for the success of the planning effort. The leader approves the plan development process and ensures that it will be completed on time and result in a quality product. The leader is responsible for the following:

- Providing an overall vision and direction for the plan
- Setting goals
- Making key decisions
- Resolving resource constraints and other obstacles
- Sharing information and plan concepts with agency executives who are responsible for adopting the plan

Role of a CPOD Plan Coordinator

In most cases, the coordinator will be the official point of contact and designated spokesperson for the project. In addition, the coordinator will lead the planning process to ensure all of the steps are accomplished, including the following:

- Identifying, inviting, and coordinating stakeholders
- Facilitating the planning meetings and soliciting input from stakeholders or other subject matter experts
- Providing reports to community leadership
- Conducting and/or supervising research and analysis tasks related to developing the plan concepts
- Reviewing and editing drafts of the plan
- Presenting the plan to the right authorities for adoption and buy-in

Collaborating with Stakeholders

Relevant stakeholders need to be involved throughout the planning process. They should include representatives of organizations who have a role in the CPOD plan or will be affected by it.

Involving people who are knowledgeable about logistics, mass care and volunteer coordination may also be beneficial. Likewise, including people who plan for functional needs populations (for example, those with disabilities, without transportation, non-English speaking) is important. Private sector organizations or property owners may also be valuable participants, as they could be a key component of helping distribute commodities.

Stakeholder Involvement:

- Builds trust and support for the process and product
- Leads to better, more collaborative strategies
- Creates a plan that is more likely to be implemented
- Forges strong working relationships
- Enhances coordination of resources

When identifying stakeholders, it may be advantageous to leverage an existing group or planning committee. Table 1 below shows the organizations that were involved in the CPOD planning efforts of the four pilot jurisdictions.

Table 1 – Stakeholder Group Representation

Pilot Jurisdiction	Stakeholder Groups that Participated in the Planning Process
City of Bellevue	Bellevue Office of Emergency Management Bellevue Police Department Kemper Development Company Civic Services First Presbyterian Church The Salvation Army Bellevue Parks and Community Services
Snohomish County	Snohomish County Department of Emergency Management Evergreen State Fairgrounds City of Monroe City of Gold Bar City of Sultan City of Index Fred Meyer Family Grocer
City of Tacoma	Tacoma Emergency Management Tacoma Fire Department - Geographic Information Systems Public Assembly Facilities Risk Management
Thurston County	Thurston County Emergency Management, Thurston County Food Bank Tumwater School District First United Methodist Church Evergreen State College Thurston Regional Planning Council City of Lacey

Pilot Jurisdiction	Stakeholder Groups that Participated in the Planning Process
	City of Olympia Thurston County GeoData Center

Developing Your CPOD Plan in Phases

Both Thurston County and Snohomish County struggled with developing a plan that covered the entire county. Both counties decided to create their CPOD plan in phases, adding more of their county in each additional phase.

For the pilot study, Thurston County decided to tackle the unincorporated portion of the county. In the next phase, Thurston County will work directly with each of its eight cities and towns to create a CPOD strategy for the incorporated area.

Snohomish County's initial plan covers the Highway 2 communities (Monroe, Gold Bar, Sultan and Index). Like Thurston County, they are expanding their plan to cover additional communities within their county in a phased process.

Developing a CPOD plan in phases may allow planners to develop more customized plan specifically suited to that segment of the community. The stakeholder groups invited to participate can be targeted to areas being covered in that phase of the plan.

When Should You Engage in CPOD Planning

Ideally, the CPOD planning process should occur pre-disaster. It may be advantageous to coordinate it with other plan updates or development such as when working on a Comprehensive Emergency Management Plan, logistics annex or Emergency Support Function (ESF) #6 Annex – Mass Care and Sheltering or ESF #7 Annex – Logistics Management and Resource Support. External factors, such as the availability of grant funds, grant deadlines, or an upcoming exercise or planned event may also influence when a CPOD plan is created.

Planners should also consider the impact of seasonal events. For example, if storms and widespread flooding are prevalent during the winter months, beginning plan development during this time would be difficult.

Time Frame

It is important to set aside an adequate amount of time to develop the CPOD plan. In general, a typical CPOD plan will take approximately nine months to one year to develop. For large jurisdictions, both in terms of number of square miles and/or population it will probably take longer, as more CPOD sites will be needed. Conversely, smaller communities can be more tactical in their planning and may need less time to create a CPOD plan.

Additional time may also be needed to train staff on and exercise the CPOD plan after it is developed. The pilot study took approximately 18 months and included a tabletop exercise and a best practices workshop.

The planning group should attempt to meet every four to six week to ensure progress is being made. Table 2 is a list of suggested meeting topics. The topics shown are intended for a two to three hour

meeting. The number of stakeholders at each meeting will affect the coordinator's ability to accomplish all of the meeting topics.

Table 2 - Description of Meeting Milestones

Meeting	Suggested Meeting Agenda
Meeting 1	■ Describe the purpose, goals, and objectives of group. ■ Discuss the purpose, goal, and objectives of a CPOD. ■ Identify missing stakeholders. ■ Develop a work plan. ■ Review the meeting schedule. ■ Initiate discussion on who can provide support for CPOD sites.
Meeting 2	■ Review the work plan. ■ Review key points from meeting 1 for new stakeholders. ■ Identify criteria for opening a CPOD. ■ Develop and obtain consensus on planning assumptions that describe when, how, and why a CPOD should be opened, closed and the types of commodities that will be distributed. ■ Develop criteria for determining which CPOD sites to open. ■ Review next steps required to identify a CPOD site. ✓ Discuss information needed to identify CPOD sites. ✓ Identify who will provide the information needed to compile a list of CPOD sites.
Meetings 3 and 4	■ Identify potential CPOD sites (see Chapter 4: CPOD Site Selection Toolkit). ■ Discuss any work/projects that may be leveraged for the CPOD project. ■ Assign someone to do windshield site assessments of potential CPOD sites prior to the next meeting.
Meetings 5 and 6	■ Provide feedback on potential CPOD sites. ■ Start to prioritize CPOD sites. ■ Assign someone to initiate discussion with CPOD owners and operators and arrange a time to conduct a full CPOD site assessment.
Meetings 7–9	■ Provide feedback on CPOD sites. ■ Identify resources, equipment, personnel, and other needs to support CPODs.
Meetings 10–12	■ Document concept of operations in a CPOD plan/annex (see Section 5: CPOD Plan Template). ■ Review drafts of plan.

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Chapter 4
Identifying CPOD Sites

This section describes a process for determining how many CPOD sites are needed and where they should be located. Once a list of potential sites is created and ranked, the CPOD Site Assessment Tool (Appendix A) may be used to further evaluate the sites and document how they should be laid out.

CPOD Site Selection

This eight-step CPOD site selection process is designed to help jurisdictions optimize the locations of their CPODs. For each step, tips and best practices learned during the pilot study are shown.

Step 1: Estimate the number of people a jurisdiction will need to serve with a CPOD.

The U.S. Army Corp of Engineers (USACE) developed a model for calculating the number of people a jurisdiction will need to serve using CPODs.

Number of people who need to be served = Population within the affected area * 0.40

Another method for estimating how many people will need to be served is to determine the number of people within the affected area without power.

USACE Model

Washington Emergency Management Division has determined that the USACE model is valid for the State of Washington.

- The USACE model assumes that 40 percent of the population within an affected area will access the CPOD. This figure was determined based on experience.
- The smallest, a Type III CPOD, is capable of serving 5,000 people per day or 140 vehicles per hour using 3 load points. It requires a 45,000 square foot area and a daytime staff of 19 people.

Step 2: Estimate the number of Type III CPOD sites needed.

Next, identify the number of Type III CPODs needed to serve the population identified in Step 1.

Number of Type III CPODs needed = Number of people who need to be served / 5,000

Note: Not every incident will require all of a jurisdiction's CPODs to be activated. Resources such as personnel and equipment to staff CPODs, as well as the demographics, transportation infrastructure, and the jurisdiction's knowledge of the region, will affect the number of CPODs that will be planned for and activated.

Step 3: Identify general areas for CPOD sites.

The general area for locating a CPOD site can be determined based on population density. When selecting a site, planners should also take into consideration the delivery method(s) that is best for the area, for example if the area is very urbanized with few members of the population having cars, it would be best to look for a site that can support distributing commodities to residents who walk-up to the site.

Use geographic information systems (GIS) to produce a dot density map based on a density of 1 dot for every 12,500 people.

(40 percent of 12,500 = 5,000 (which is the number of people served by a Type III CPOD).

Product: Jurisdiction dot density map

Step 4: Consider adding additional sites.

The location of each dot will provide a starting place for situating a CPOD site.

Review the dot density map and identify tribal communities, isolated rural communities, and/or other concentrations of people who may need additional sites.

Product: Revised jurisdiction dot density map

Step 5: Identify potential CPOD sites within each general area.

Next, begin to identify potential CPOD sites within each general area.

Use jurisdictional, parcel maps and neighborhood planning information to identify the following types of sites within each of the identified general areas:

- Schools with adjacent parking
- Athletic fields parking areas
- Civic center parking areas
- Vacant shopping center parking areas
- Fairgrounds parking areas

Product: Detailed maps with dots indicating potential sites for each general area identified

Socioeconomic Factors should be Considered when Selecting CPOD Sites

In areas where people are economically challenged, a higher percentage of the population is likely to access a CPOD. Thurston County placed additional CPOD sites near existing food bank locations in order to better serve low income populations.

Incorporating Access into Your Site Selection

In Snohomish County, Highway 2 is the only access road for Monroe, Gold Bar, Sultan, and Index. Additionally there is a bridge separating Monroe, the largest town, from the other three communities. If this bridge is damaged, Gold Bar, Sultan, and Index will be cut off and air delivery will be the only way to bring essential commodities to their residents. Snohomish County is currently identifying CPOD locations that can be accessed and easily resupplied by helicopter or other types of aircraft.

Privately-Owned Versus Publicly-Owned Sites

Jurisdictions may find it easier to use publically owned sites as their CPOD locations because they may have immediate access to the site. For example, in Tacoma, the Fire Department has access to the lock boxes for most of the publically owned facilities, schools, and parks. The jurisdiction may already have insurance for any accidents that might occur on the premises. However, many publically owned facilities may already be committed to supporting other emergency response activities, such as shelter location, staging area, or alternate site for continuity of government operations.

Privately owned sites may be better locations because the infrastructure for large trucks to enter, exit, and be unloaded is already in place. In addition, the location of privately owned sites is often well known to the public.

Regardless of the type of location, CPOD planners should update the CPOD site list annually. Private and public facilities may no longer be viable CPOD sites due to closure, change of ownership, or transportation and/or infrastructure changes.

Step 6: Screen potential CPOD sites within each general area.

It is likely that not all of the potential sites identified will be suitable. Therefore, the next step is to narrow the list of potential sites. This step may take several iterations and discussions. Bringing jurisdictional planners and neighborhood representatives into these discussions may be very valuable.

Suggested Screening Criteria

Jurisdictions may use whatever criteria they choose to narrow their list of potential sites. However, it is recommended that they begin by answering the questions included in this guide.

Using jurisdictional, parcel-level maps, neighborhood planning details, and other key stakeholder information, answer yes or no to the following screening questions for each potential site:

- Is the potential site located in a flood zone or other hazard area?
- Does the potential site have access to major road and parking capabilities?
- Does the potential site accommodate one-way traffic in and out?
- Is the potential site well known locally?
- Could the local population find the potential site without having detailed directions?

Product: Matrix of potential sites in each general area with yes or no answers to screening questions

Step 7: Rank potential CPOD sites for each general area.

Once the potential CPOD sites have been screened, they should be ranked for each general area. The top three sites in each general area will undergo a more detailed site assessment (Step 8). It is important to rank all CPOD sites because a ranked list allows the jurisdiction to move quickly to the next best option if one of the top three CPOD sites is unavailable.

Using the answers to the screening questions, rank the potential CPOD sites and identify the top three CPOD sites for each general area.

Things to Note:

- It is counterproductive to open a CPOD near a store that is open for business and has sufficient capacity to meet the local public's needs.
- Populations will not necessarily go to CPODs within the boundaries of their own community. They may travel to locations that they are familiar with or that they go to regularly, regardless of jurisdictional boundaries.

Product: List of ranked or tiered potential CPOD sites, including identification of the top three CPOD sites for each general area.

Step 8: Conduct a site assessment for the top three potential CPOD sites for each general area.

For each of the top three potential CPOD sites in each general area, conduct an on-the-ground visual reconnaissance and site survey. Use the CPOD Site Assessment Tool (Appendix A) to conduct the survey. Include all completed surveys in the final CPOD plan.

Working with site owners, organizations that will be involved in CPOD site operations, and key neighborhood stakeholders is critical to the success of this step.

Tip: When conducting the CPOD site assessments, it may be helpful to bring along subject matter experts such as a traffic engineer, facility engineer or logistician.

***Product*:** Completed CPOD Site Assessment Surveys for each of the top three CPOD sites for each general area

Working with Site Owners and Operators

Once the top three CPOD sites are known, develop written agreements or establish contracts for using the sites. Consider the following factors when creating facility use agreements:

- **Liability coverage.** Describe how the jurisdiction will address liability for accidents that occur on the site. Clarify how the jurisdiction will compensate the property owner for property damage. Describe the requirements for returning the site to its previous condition.
- **Restricted areas.** Specify if there are any off-limit areas on the site. For example, does the site contain environmentally sensitive or unsafe areas?

Note: Take several pictures prior to activating a CPOD site. These pictures will establish what condition the site was in prior to being used as a CPOD, in case there are issues with liability.

- **Site security.** Address security requirements and clarify any expectations that the owner or the jurisdiction might have regarding security. For example, specify who will provide security, what hours security will be provided, where, and what level of security will be needed.
- **Terms and conditions of use.** Describe the factors or situational criteria for when the site may be used as a CPOD, who can request it, who will authorize its use and for how long.
- **Use/rental fees.** Specify if there are any fees for use of the site.
- **Utility fees.** Identify who will be responsible for any fees associated with power, water, trash pickup, and other utilities.
- **Containment and maintenance of the site.** Clarify expectations for containment methods that will be employed in case of spills of any hazardous materials or to protect any sensitive areas or endangered wildlife or plants and how the CPOD team will maintain the site's appearance.
- **Entrance and exit routes.** Specify access routes that will be utilized and describe any entrances or routes that may need to be avoided.
- **Labor costs of support staff.** Clarify if any of the site staff will help support CPOD operations and whether they will be compensated.

Examples of CPOD Layouts

Appendix B contains theoretical layouts for a variety of CPOD sites. These include Type I, II and III drive-through sites as well as walk up, mass transit, direct delivery, high-density urban and rural sites. Site layouts developed during the pilot jurisdictions' site assessments are included in Appendix C.

Note: All CPODs should be able to accommodate walk-up traffic. This does not mean that in every case, you must be able to distribute commodities to walk-up individuals, but rather have a system in place to assist them.

Chapter 5
Common Plan Elements

While no two CPOD plans should be identical, there are standard elements that should be included in a CPOD plan; this chapter describes these common elements. A CPOD plan template is provided in Appendix D to help jurisdictions complete their plans. The template can be customized to meet the specific and unique needs of each community.

Concept of Operations

The following topics should be addressed in a CPOD plan's Concept of Operations section:

Who has the authority to open and close a CPOD? The determination to activate, operate and demobilize a CPOD is at the discretion of the local Emergency Management Agency. The authority to open and to close a CPOD should be closely aligned with the decision-making authority outlined in the jurisdiction's Comprehensive Emergency Management Plan.

Who Did the Pilot Jurisdictions Specify as having Authority to Activate a CPOD?

City of Bellevue – The Policy Group will have the authority to decide which CPODs are activated.

Snohomish County – The Snohomish County Department of Emergency Management (DEM) Director or Emergency Operations Center (EOC) Manager holds absolute authority to make CPOD activation decisions in the unincorporated areas of the county. In incorporated areas of the county, a local jurisdiction may choose to activate a CPOD and will notify the County for support and for County emergency information coordination. If a local jurisdiction activates its CPOD plan, the Snohomish County Logistics Section Chief should be notified.

City of Tacoma – The Disaster Policy Group, the Emergency Manager, or EOC Manager will have the authority to decide when and which CPODs to activate.

Thurston County – The Thurston County Emergency Management (TCEM) Director, TCEM Manager, or the Emergency Coordination Center Manager has the authority to activate CPODs in unincorporated areas of Thurston County. A city, town or tribal nation may also choose to activate CPODs within their jurisdictions. Jurisdictions operating CPODs will work collaboratively to optimize sites, develop common messaging and share resources.

- **What factors should be considered when selecting which of the pre-identified CPOD sites to open?** The following are some general criteria that should be considered when selecting which CPOD site to open:
  - What kinds of CPODs are needed (drive through, walk-up etc.)?

- In what general area are they needed?
- How many people need to be served?
- Are commodities available and in what quantity?
- How many CPOD Managers and staff are available?
- What is the status of critical infrastructure at and around potential sites?
- What are the route-clearing priorities that may affect commodity movement?
- Will any sites duplicate the efforts of bordering jurisdictions?

- **Who will manage and provide the staff needed to run the CPOD sites?** The organization that manages and/or provides the staff to run a CPOD may differ from site to site. During the pilot study, the four pilot jurisdictions were fortunate enough to find organizations willing to support multiple sites. Tacoma intends to use its Community Emergency Response Teams; Thurston County intends to use food bank staff and volunteers and faith-based organizations; and Bellevue and Snohomish County intend to recruit nonessential city/county employees, faith-based organizations, and community watch program participants to staff and manage their sites.
- **Who will provide the equipment and other supplies needed to operate the CPOD sites?** A good place to look for support for CPOD equipment and supplies is the private sector or site owners or operators. For example, after Snohomish County selected a Fred Meyer grocery store parking lot as one of its CPOD sites, the grocery store agreed to let them use the store's equipment to move the commodities. Similarly, the Tacoma Convention Center and Evergreen State College in Thurston County agreed to provide equipment if their sites were activated.

Finding CPOD Staff Support

Finding volunteers to support a CPOD in rural or small communities can be difficult. Snohomish County plans to run rural CPODs for shorter periods of time to conserve manpower. In addition, since delivery of commodities to these sites may be difficult, the CPODs may not be open every day; this will also conserve volunteer time.

Finding Funds to Purchase CPOD Staff Supplies

Thurston County is pursuing funding through a community-based service club to purchase supplies (hard hats, vests) for its CPOD volunteers.

List and Site Maps of Pre-identified CPOD Sites

The CPOD plan should include the ranked list of all pre-identified CPOD sites. The list should include information that characterizes each site such as:

- What kind of site is it (drive-through, walk-up etc.)?
- How many people will it serve (Type I, II or III)?
- Who owns the site?
- Is there a pre-arranged agreement with the site owner/operator in place?
- Are there any conflicting uses?

- Can the site accommodate alternate methods of delivery?
- Is there any onsite equipment or staffing to support CPOD operations?

Incorporating the CPOD Plan into Other Emergency Plans

The CPOD plan can exist as a stand-alone plan or be incorporated into other emergency plans. It can become an annex to a Comprehensive Emergency Management Plan, an appendix to a logistics plan, or be incorporated into an Emergency Support Function (ESF) Annex.

How Did the Pilot Jurisdictions Incorporate their CPOD Plans into their Current Emergency Plans?

Bellevue and Snohomish included their CPOD plan as an Appendix to their Emergency Support Function (ESF) #7 Annex – Logistics Management and Resource Support . Tacoma made their CPOD plan an annex to its CEMP. Thurston County elected to incorporate its CPOD plan into ESF # 6 Annex – Mass Care and Sheltering to ensure it is well coordinated with other human service activities.

Exercising the CPOD Plan

Once the CPOD plan is developed, it should be exercised with the organizations responsible for implementing it. Appendix E includes the situation manual for a CPOD tabletop exercise based on an earthquake scenario. This situational manual can be easily customized to suit any jurisdiction's needs.

As for most emergency plans, testing the CPOD plan annually is recommended. Consider leveraging an annual food drive or preparedness fair to set up a CPOD-like distribution.

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Chapter 6
References and Resources

For more information on CPODs, we recommend the following:

- Federal Emergency Management Agency (FEMA) Independent Study (IS) 26: Guide to Points of Distribution
- U.S. Army Corps of Engineers (USACE)
- Washington State Emergency Management Division (EMD) All Hazards Logistics Section Chief Course (L-967)
- Washington State EMD Community Points of Distribution (CPOD) Manager Course (EMD 4026)

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Appendix A
CPOD Site Assessment Tool

During the site assessment, CPOD planners, in particular the organization(s) identified to provide the CPOD manager, should work with the site owner/operator to evaluate the potential site. They should discuss transportation routes that affect the site, develop a site setup diagram, and evaluate ingress and egress, traffic management, safety and security.

When conducting site assessments, it is helpful to have the following individuals available:

- The site owner or operator to provide information about the site, identify any sensitive areas or areas that should be cordoned off, discuss security measures, identify any onsite staff or equipment that may be available to support CPOD operations, and describe traffic patterns.
- Traffic or transportation engineer to help create the traffic flow maps and identify how trucks and tractor-trailers should enter the site and where they should park.
- Risk assessment manager to help identify any potential liability concerns or risk areas.
- CPOD manager to learn how to set up and operate the CPOD.
- Local Emergency Operations Center representatives who are responsible for CPOD activities to better understand how the CPODs will operate.

Some of the questions included in this site survey may not need to be answered for every site.

Enter the following information for each site:

Basic Information	
Site Name	
Site Address	
CPOD Type	☐ Type I
	☐ Type II
	☐ Type III
Variations	☐ Urban CPOD
	☐ High-Density Urban CPOD
	☐ Rural CPOD
Modifications	☐ Walk-Up Load Point
	☐ Mass Transit Load Point
	☐ Delivery Vehicle Load Point

General Site Information

General Site Information	
Date information obtained	
Site name	
Street address	
City	
Zip code	
Memorandum of understanding (MOU) in place	Date:
Site owner or manager	
Site owner or manager's address (address, city, state, zip code)	
Site owner or manager's phone number	
City/county jurisdiction	
Police jurisdiction and division/region	
Fire department jurisdiction and division/region	
County supervisory district	
City council district	
Latitude	
Longitude	
Electric provider	

Additional Information

Site Summary	
Dimensions of site in feet	
Size of site in acres	
Paved, concrete, or gravel hard-stand	

Site Summary	
Maximum load site can withstand	
Accessible at all times	
Access controlled by an automated gate	
Ingress and egress large enough to accommodate tractor-trailer-sized vehicles	
Total number of driveways	
Location of driveways	
Spike strips at any of the driveways	
Perimeter fencing	
Fixed lighting through the site	
Exterior lighting	
Site monitored by the use of closed-circuit TV cameras	
Public address system in place	
Covered areas	
Fixed equipment or non-fixed heavy equipment located on the site that may be difficult to move	

Additional Information

Additional Site Services/Facilities	
In-house staff available for distribution	
Secondary storage sites available for inventory	
Pay phones	
Potable water available	
Restrooms on site	
Availability of enclosed trucks to pick up resources	
In-house forklifts/pallet jacks	

Additional Site Services/Facilities	
Commercial telephone lines	
On-site generator	
Feeding facility available	

Transportation Details

Freeway, Highway, or Toll Road Access		
Freeway/Highway/Toll Road	Nearest On-Ramp Location	Nearest Exit

Major Cross Streets	
Street Name	Direction Street Runs

Streets Bordering The Site			
	Street	Is the street one-way?	Are there median barriers? If so, note location of turn pockets.
North Side			
South Side			
East Side			
West Side			

Public Transit Accessible Within ____ Mile Of The Site			
	Provider	Line Number	Stop Location and Direction
Bus			
Light Rail			

Public Transit Accessible Within ____ Mile Of The Site			
	Provider	Line Number	Stop Location and Direction
Subway			

Additional Information

Site Capacity	
Type I, II, or III site	
Number of supply lines	
Number of loading lines	
Number of vehicle lines	
Number of pedestrian lines	
Number of mass transit drop-off/pick-up locations	
Accessibility considerations	

Location of Directional Signage	
Commodity Distribution Ahead	Provides directions to inbound customers on locating the entrance to the CPOD. There can be multiple signs placed away from the CPOD to give the estimated distance to the CPOD.
Enter	Directs customers to enter at the correct point of the vehicle lane.
Loading Point	Each loading point should be marked so that customers know to stop for materials to be loaded.
Exit/Do Not Enter	Marks the vehicle lane exit. It is also important to clearly mark the opposite side of the sign with “DO NOT ENTER”.
One Way	
Turn Here	

Staffing and Equipment

Personnel

Site staffed by		
Position	**Name/Agency**	**Contact Info**
CPOD manager		
CPOD staff		
Adopt a CPOD		
Forklift operator(s)		

Equipment		
Item	**Provider**	**Contact Info**
Forklift		
Pallet jacks		
Temporary restrooms		
Portable lights		
CPOD kit		
Rest Tents		
Communications equipment		

Equipment Allocation								
Commodity Distribution						Staff		Total
	Per Supply Line	Per Loading Line	Per Vehicle Line	Per Pedestrian Line	Mass Transit Area	Staff Parking Area	Staff Drop-Off/ Pick-Up Area	
Cones								
Barricade								
Total								

Site Diagram

Create an illustration that can be imposed on the aerial image. The illustration should include the following:

- Traffic flow (one way in and one way out)
- Supply line (truck parking and safety room to maneuver)
- Break and restroom areas
- Load line and load points
- Parking
- Perimeter barriers
- Site security
- Command post location

Close-up of Supply Line, Loading Line, and Vehicle Line

Include an illustration that shows supply, loading, and vehicle lines, including dimensions of designated areas and space between each location.

Close-up of Pedestrian Line

Include an illustration that shows the layout of pedestrian line, including dimensions of designated areas and space between each line.

Lane 1: Supply, Loading, and Vehicle Lines

Supply Line 1: Supply Trucks	
Dimensions of designated area	
Location for supply unloading	
Specific driveway(s) designated for ingress	
Special instructions for ingress	
Special instructions for egress	
Specific driveway(s) designated for egress	
Accessibility considerations	

Supply Line 1: Staff Care Facilities	
Location for temporary rest tent	
Location of temporary restrooms	
Accessibility considerations	

Loading Line 1	
Dimensions of designated area	
Specific location of loading line	

Space allocated for each loading point	
Space between each of three loading points	
Vehicle Line 1	
Dimensions of designated area	
Specific driveway(s) designated for ingress	
Specific driveway(s) designated for egress	

Lane 2: Supply, Loading, and Vehicle Lines

Supply Line 2: Supply Trucks	
Dimensions of designated area	
Location for supply unloading	
Specific driveway(s) designated for ingress	
Special instructions for ingress	
Special instructions for egress	
Specific driveway(s) designated for egress	
Accessibility considerations	

Supply Line 2: Staff Care Facilities	
Location for temporary rest tent	
Location of temporary restrooms	
Accessibility considerations	

Loading Line 2	
Dimensions of designated area	
Specific location of loading line	
Space allocated for each loading point	
Space between each loading point	

Vehicle Line 2	
Dimensions of designated area	

Specific driveway(s) designated for ingress	
Specific driveway(s) designated for egress	

Pedestrian Line: Supply and Loading Lines and Mass Transit Drop-Off/Pick-Up

Pedestrian Supply Line: Supply Trucks	
Dimensions of designated area	
Location of designated area	
Specific driveway(s) designated for ingress	
Special instructions for ingress	
Special instructions for egress	
Specific driveway(s) designated for egress	
Location for supply unloading	
Accessibility considerations	

Pedestrian Supply Line: Staff Care Facilities	
Location for temporary rest tent	
Location of temporary restrooms	
Accessibility considerations	

Pedestrian Loading Line	
Dimensions of designated area	
Number of loading lines	
Specific location of loading line	

Mass Transit Drop-Off/Pick-Up	
Location of designated area	
Dimensions of designated area	
Specific driveway(s) designated for ingress	
Special instructions for ingress	
Special instructions for egress	
Specific driveway(s) designated for egress	
Location for drop-off	
Location for pick-up	

Staff Transportation and Parking

Staff Bus Transportation	
Location of designated area	
Dimensions of designated area	
Specific driveway(s) designated for ingress	
Special instructions for ingress	
Special instructions for egress	
Specific driveway(s) designated for egress	
Drop-off/pick-up location	
Accessibility considerations	

Staff Parking Area	
Location of designated area	
Dimensions of area	
Maximum capacity	
Number of handicap spots (existing/needed)	
Resources needed	
Accessibility considerations	

Traffic Management

Roadways and Intersections	
Major intersections within 1 mile of site	
Things that may affect traffic	
Accessibility considerations	
Driveways used in this plan	
Accessibility considerations	

Traffic Control Post Location	Description of Functions and Duties

Site Security and Emergency Services

General Security Measures and Strategies

Site-Specific Security Measures and Strategies

Security Measures And Strategies for the Delivery and Storage of Supplies

Security Post Location	Function(s)	Number of Armed Officers	Number of Unarmed Officers
Total Officers			

Medical and Emergency Services	
Primary emergency medical services (EMS) agency	
EMS public access number	
Closest hospital/medical treatment facility	
Address (street, city, state, zip):	
POC:	
Phone:	
Sheriff department public access number:	
Police department public access number:	

Insert full size pictures that show the following:

- Tight view vicinity map of site
- Tight view aerial image of site
- Wide view vicinity map of site
- Wide view aerial image of site

Appendix B
Example Site Layouts

Figure 2
Type I CPOD Site

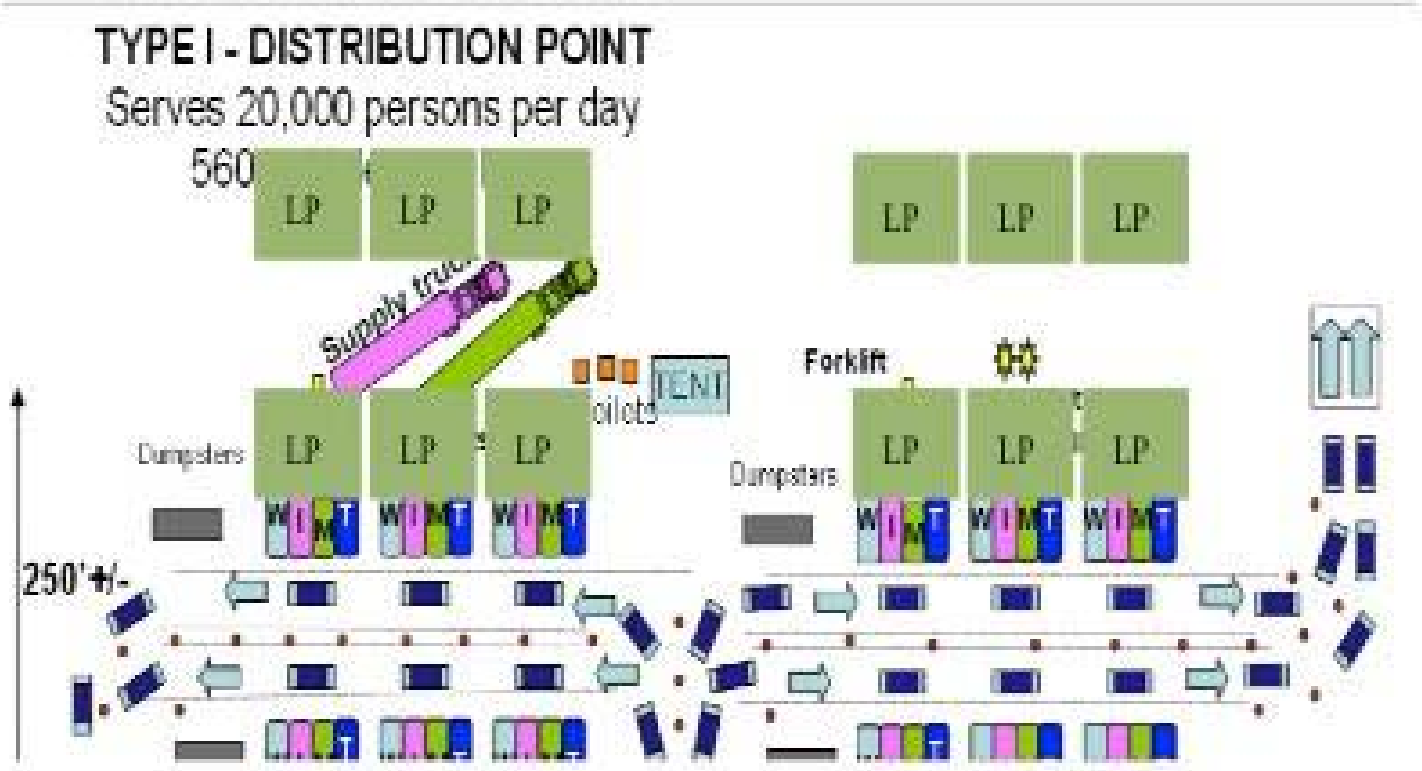


Figure 3
Type II CPOD Site

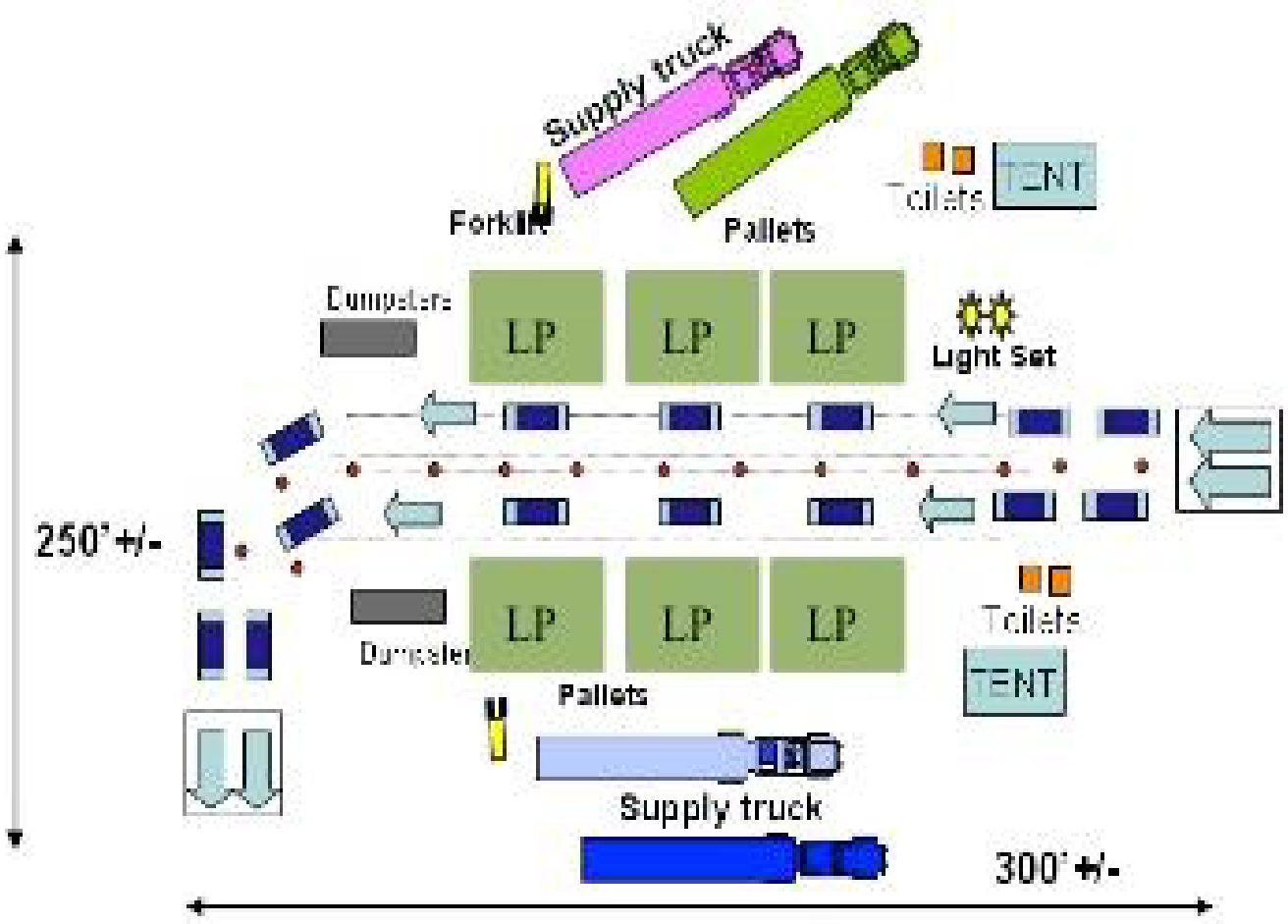


Figure 4
Type III CPOD Site

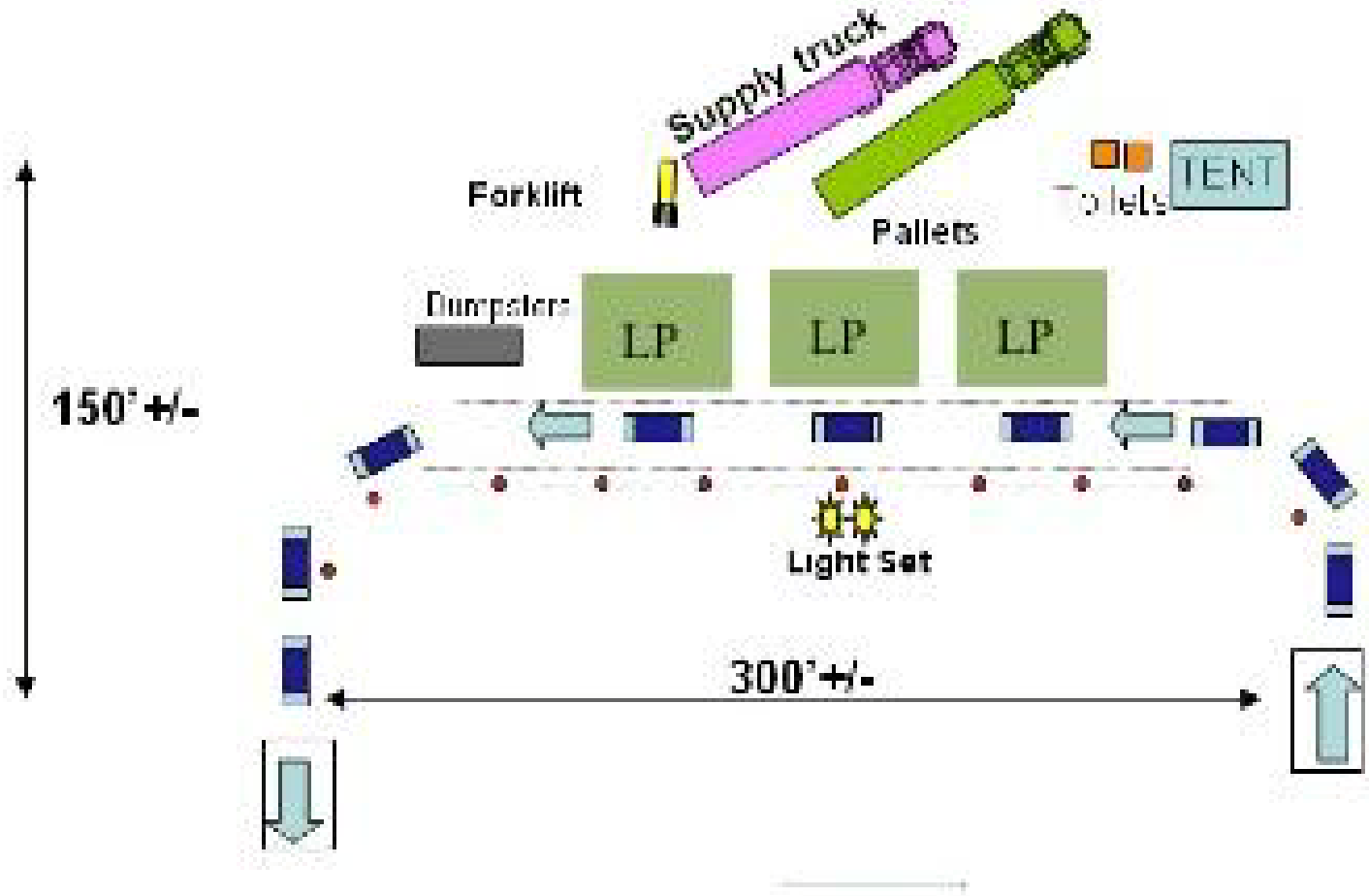


Figure 5
Walk-Up CPOD Site

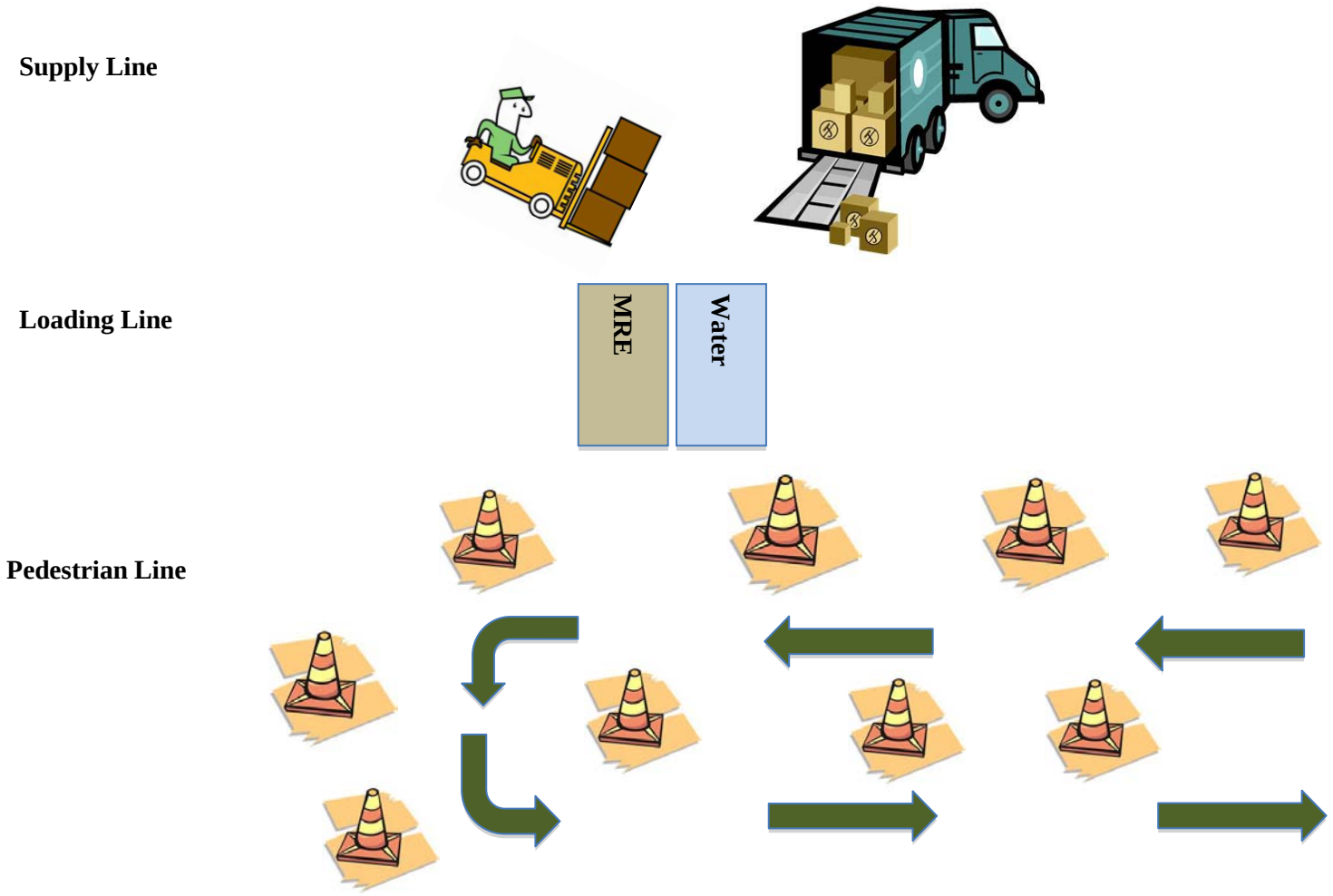


Figure 6
Mass Transit CPOD Site

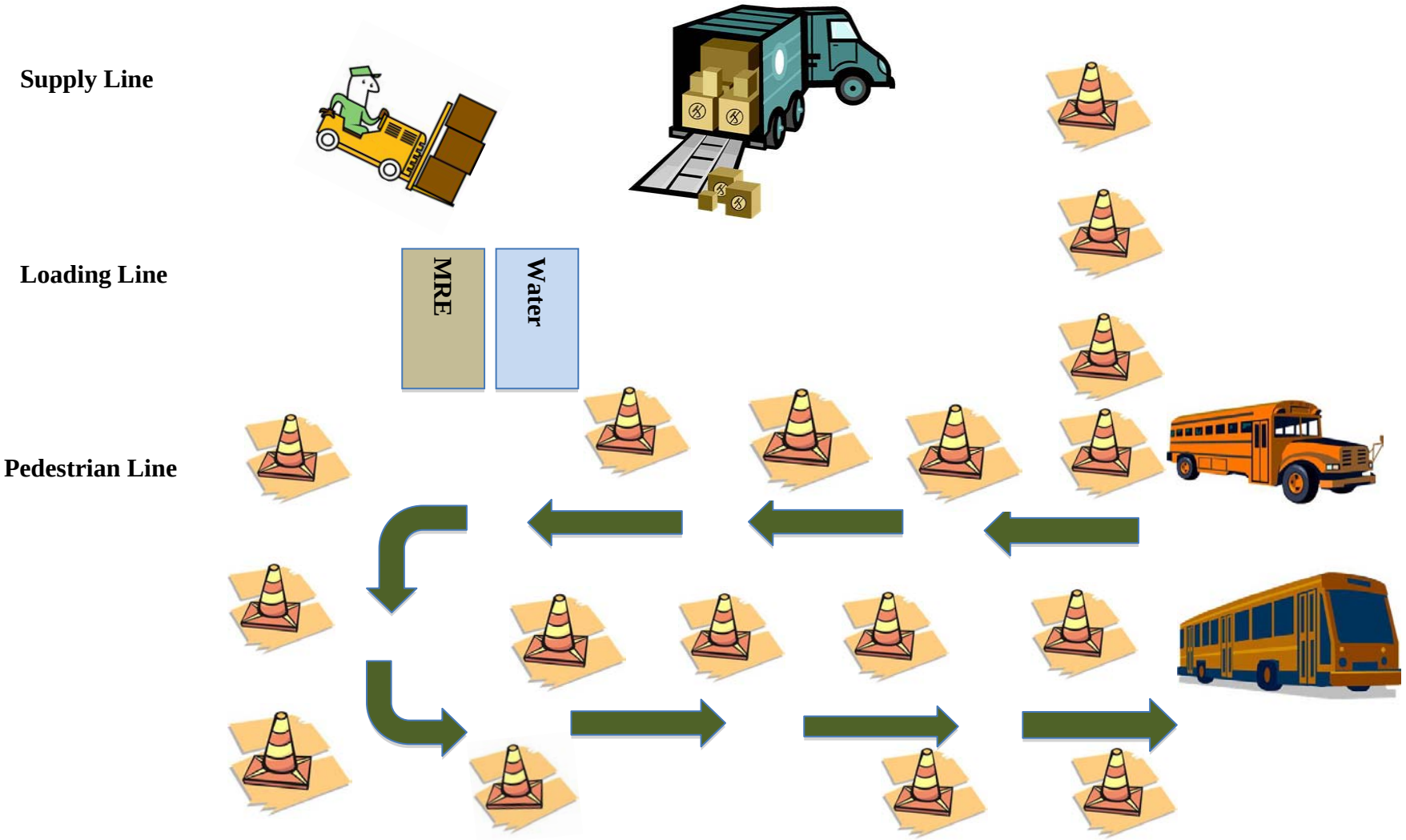


Figure 7
Delivery Vehicle CPOD Site

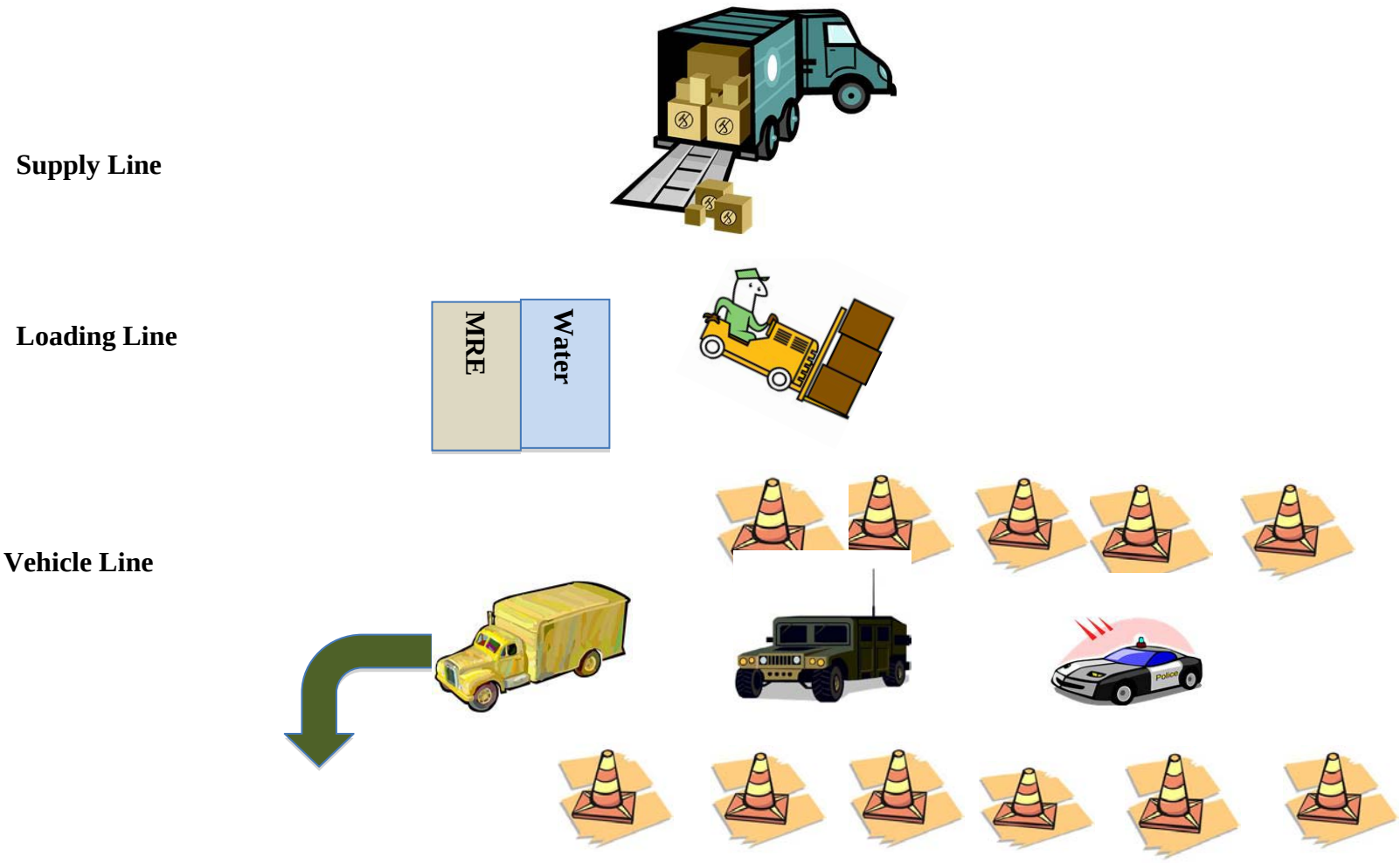


Figure 8
High-Density Urban CPOD Site

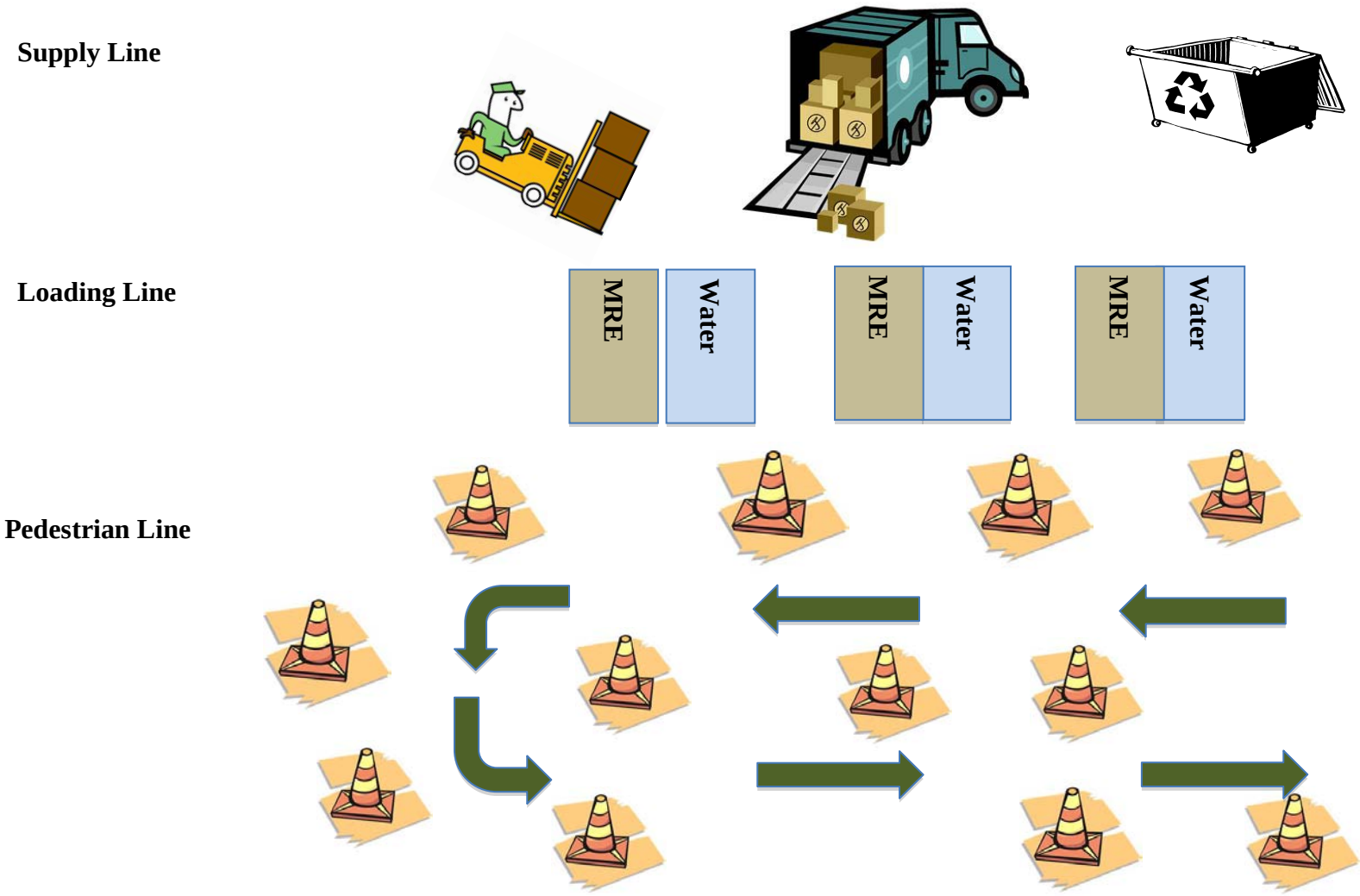
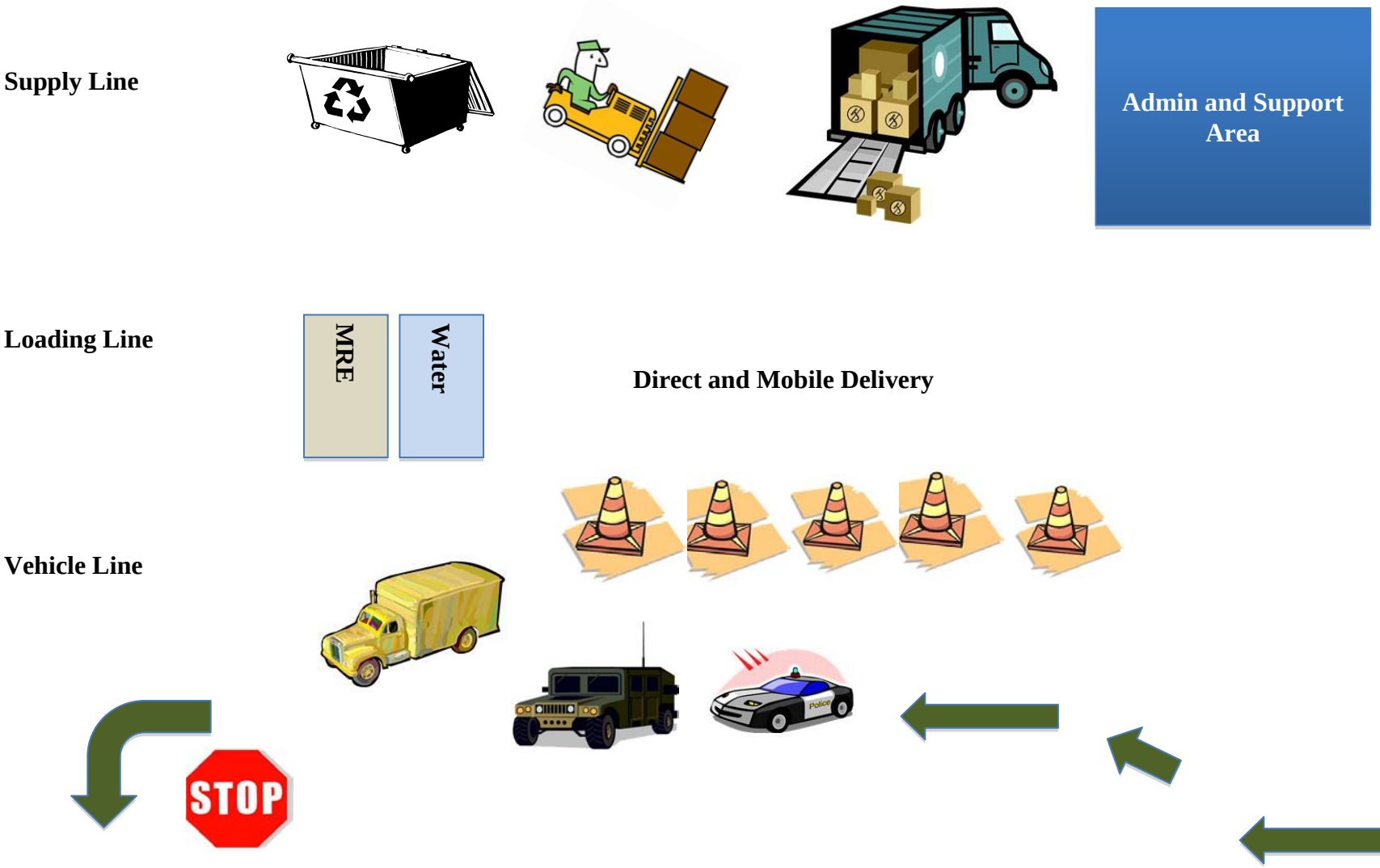


Figure 9
Rural CPOD Site



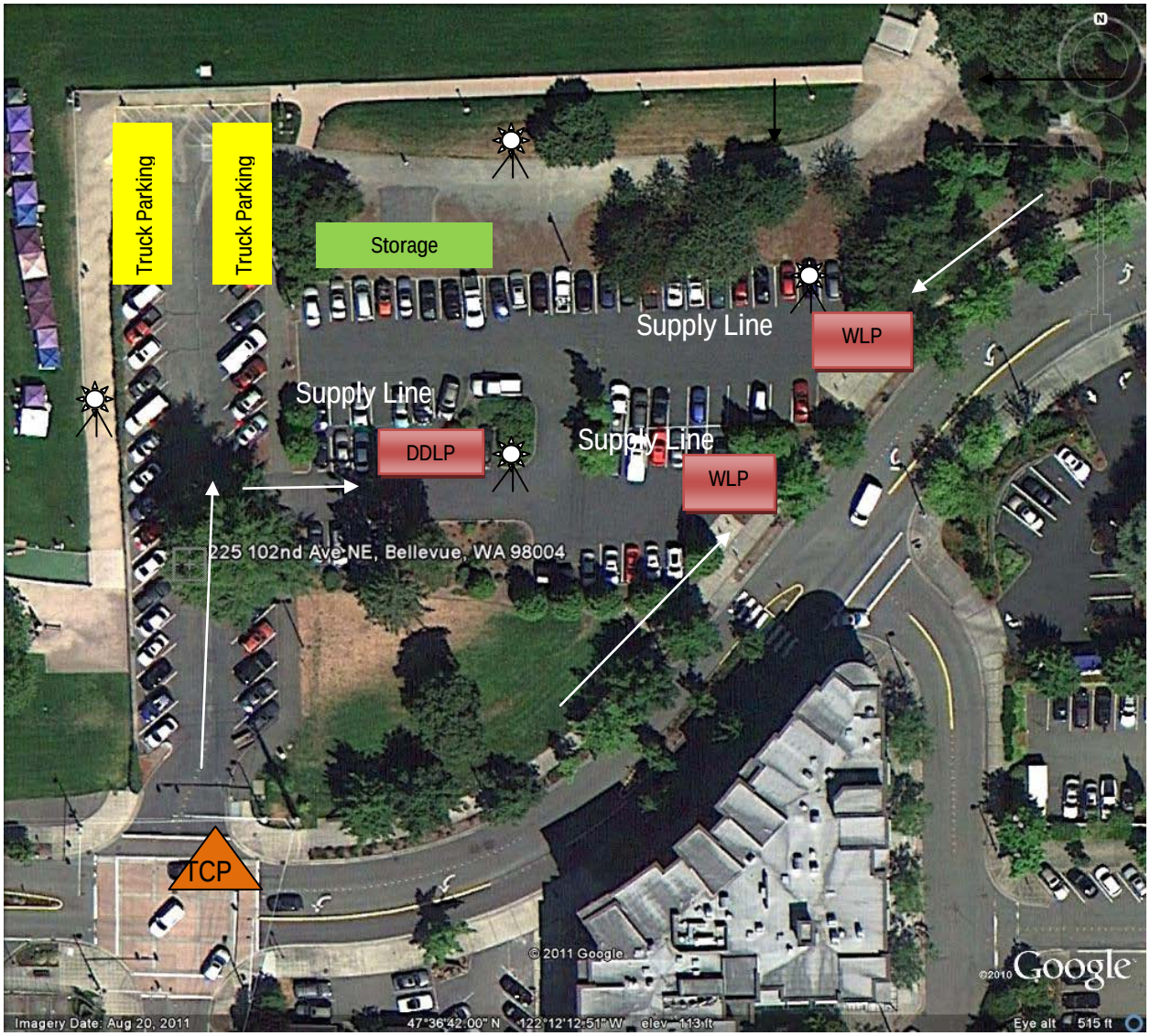
Appendix C
Pilot Jurisdiction Site Layouts

As part of the CPOD pilot study, each pilot jurisdiction conducted site assessments for one or two potential CPOD sites. A CPOD expert led the effort to help train the jurisdictions how to conduct the assessments.

Bellevue Downtown Park

The Bellevue Downtown Park will operate as a CPOD for the City of Bellevue. This site was assessed for its capacity to serve downtown residents living in multi-story apartments and high-rise buildings. One of the noteworthy elements of this site is that the planners were able to create separate traffic flow areas for residents walking up to the CPOD and for residents driving through the CPOD.

Figure 10
Bellevue: Downtown Park
Site Diagram - Direct Delivery and Walk Up



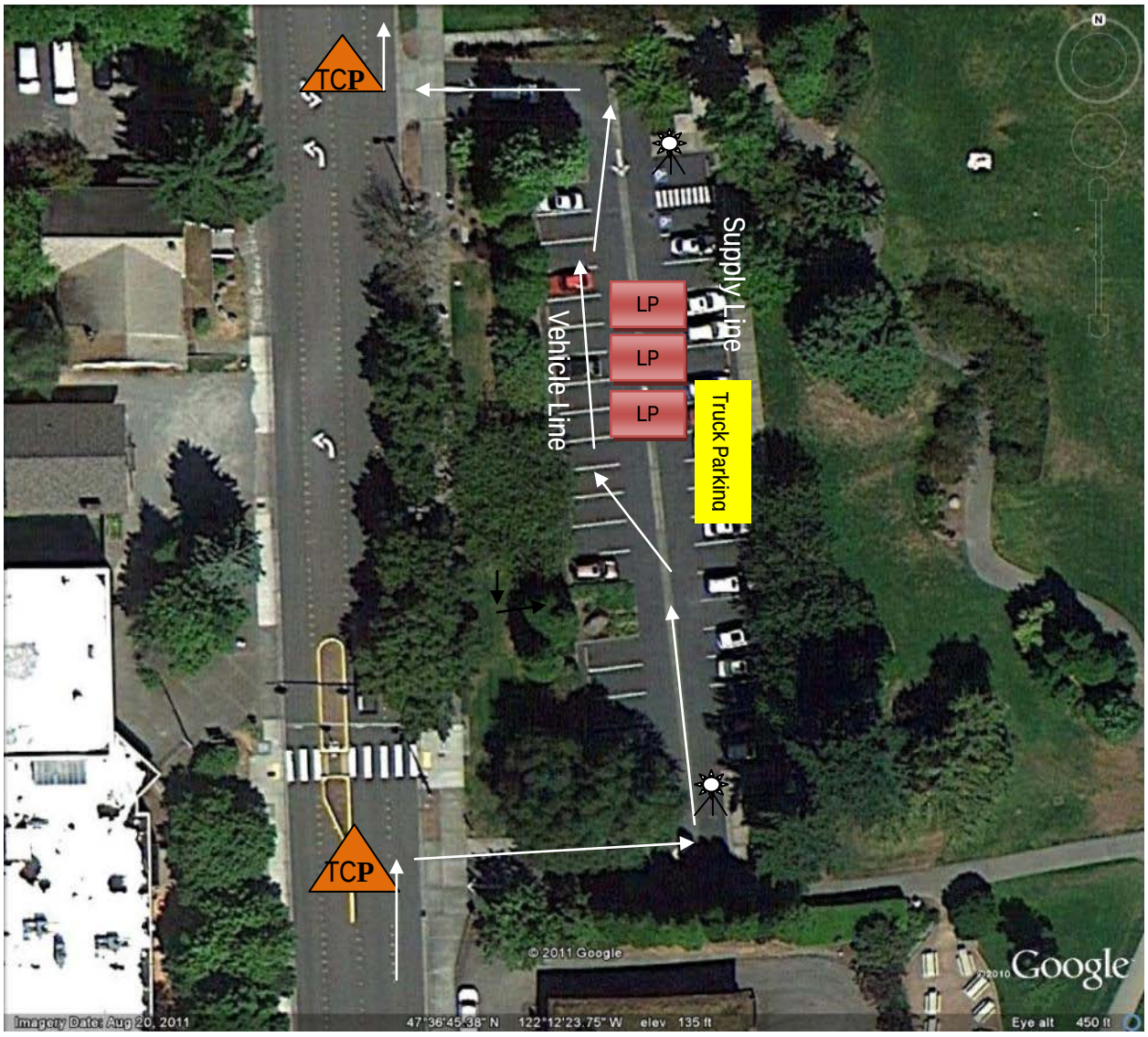
DDLP: Direct Delivery Load Point

WLP: Walk Up Load Point

Light Stand

TCP: Traffic Control Point

Figure 11
Bellevue: Downtown
Park Site Diagram - Drive Thru

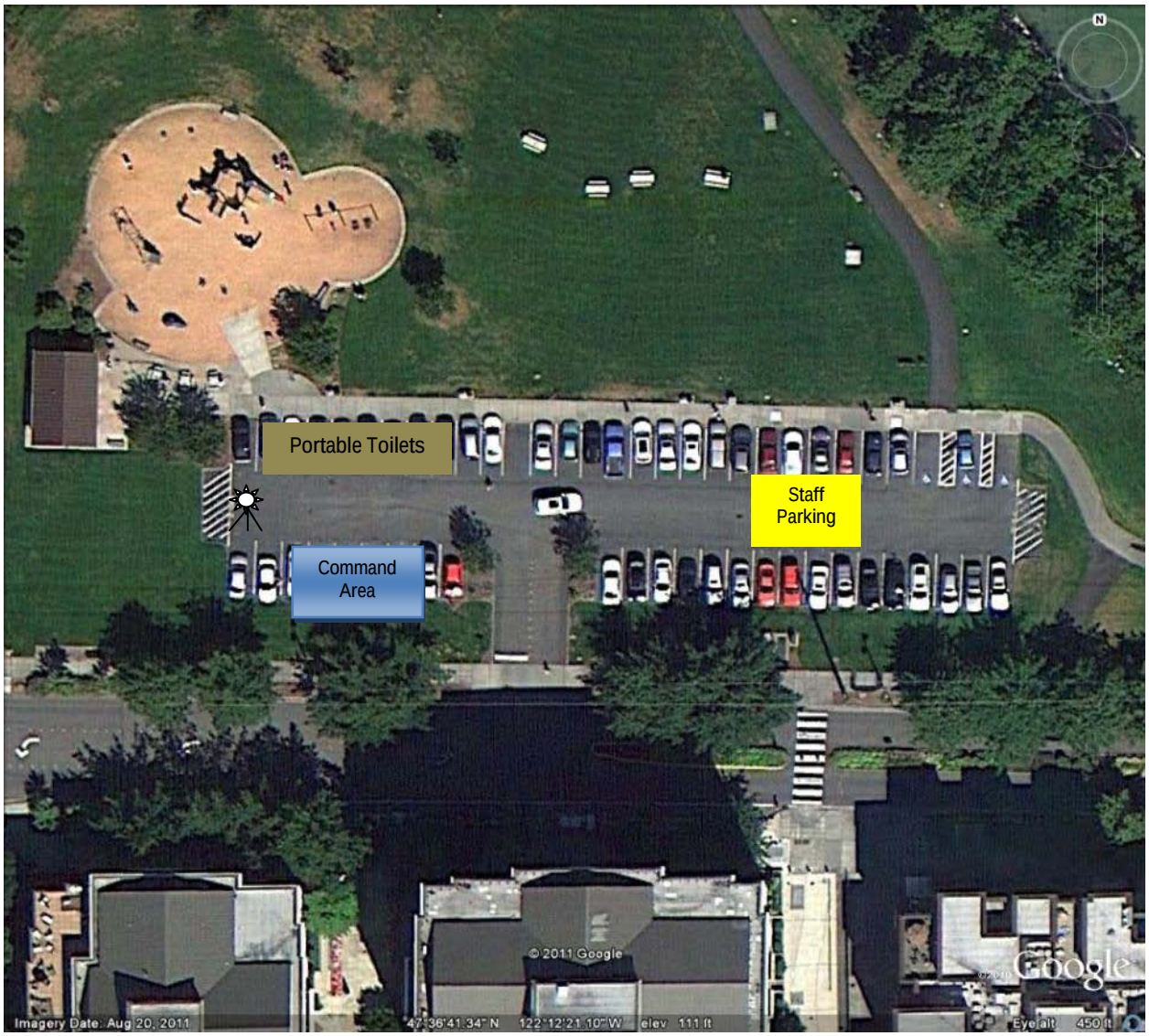


LP: Load Point

Light Stand

TCP: Traffic Control Point

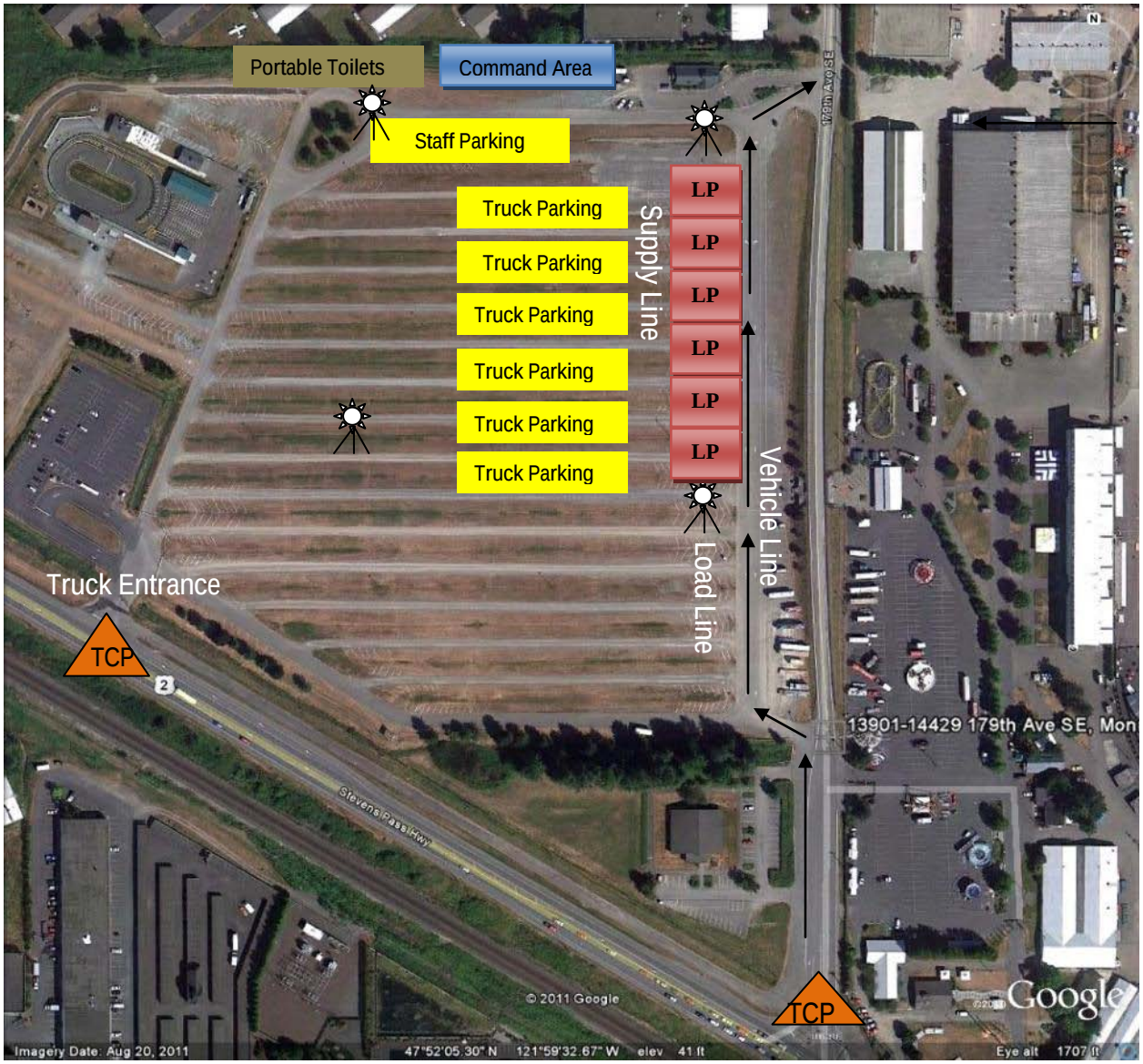
Figure 12
Bellevue: Downtown
Site Diagram – Command Area



Snohomish County: Evergreen State Fairgrounds

The Evergreen State Fairgrounds will operate as a CPOD for Snohomish County. This site was assessed for its capacity to serve residents in and near the City of Monroe. One of the noteworthy characteristics of the site is its size. The site is so large that it could be used for multiple response operations. For example, this site could be used as a staging area as well as a CPOD site. Usually co-locating a staging area with a CPOD is not advised; but because of the size of this site, it would be possible to do so. The site is also adjacent to an airfield, which could be used to support air delivery.

Figure 13
Snohomish County: Evergreen State Fairgrounds
Site Diagram



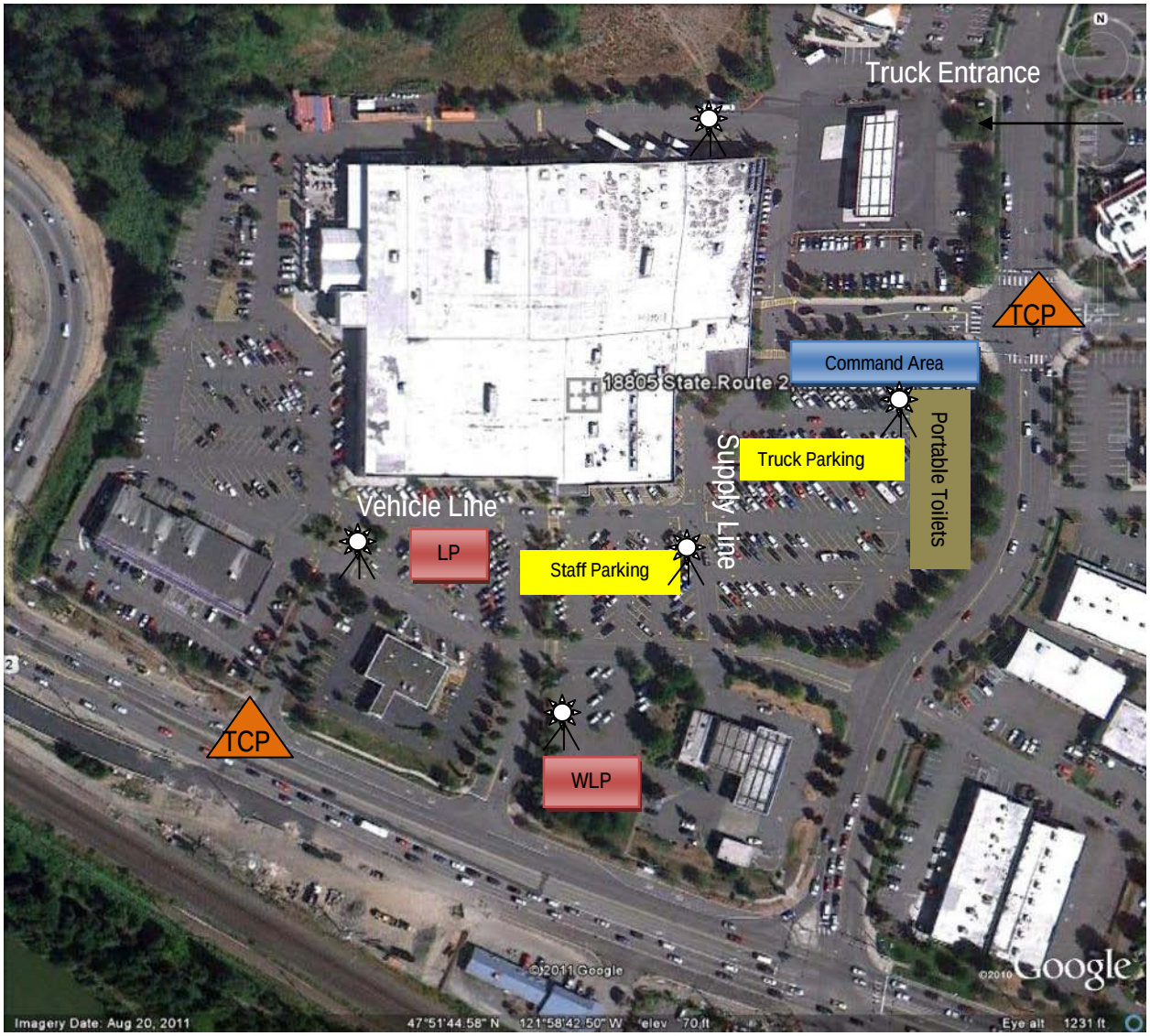
LP: Load Point **Light Stand**

TCP: Traffic Control Point

Snohomish County: Fred Meyer Store

The Fred Meyer store in Monroe has agreed to serve as a CPOD for Snohomish County. This site was assessed for its capacity to serve residents in and near the City of Monroe. The Fred Meyer store was the only private sector site assessed as part of the pilot study. The store parking lot will be used for CPOD operations. The site is well known by locally. This site illustrates how to set up a CPOD in a smaller location.

Figure 14
Snohomish County: Fred Meyer Store
Site Diagram



LP: Load Point **WLP: Walk Up Load Point**

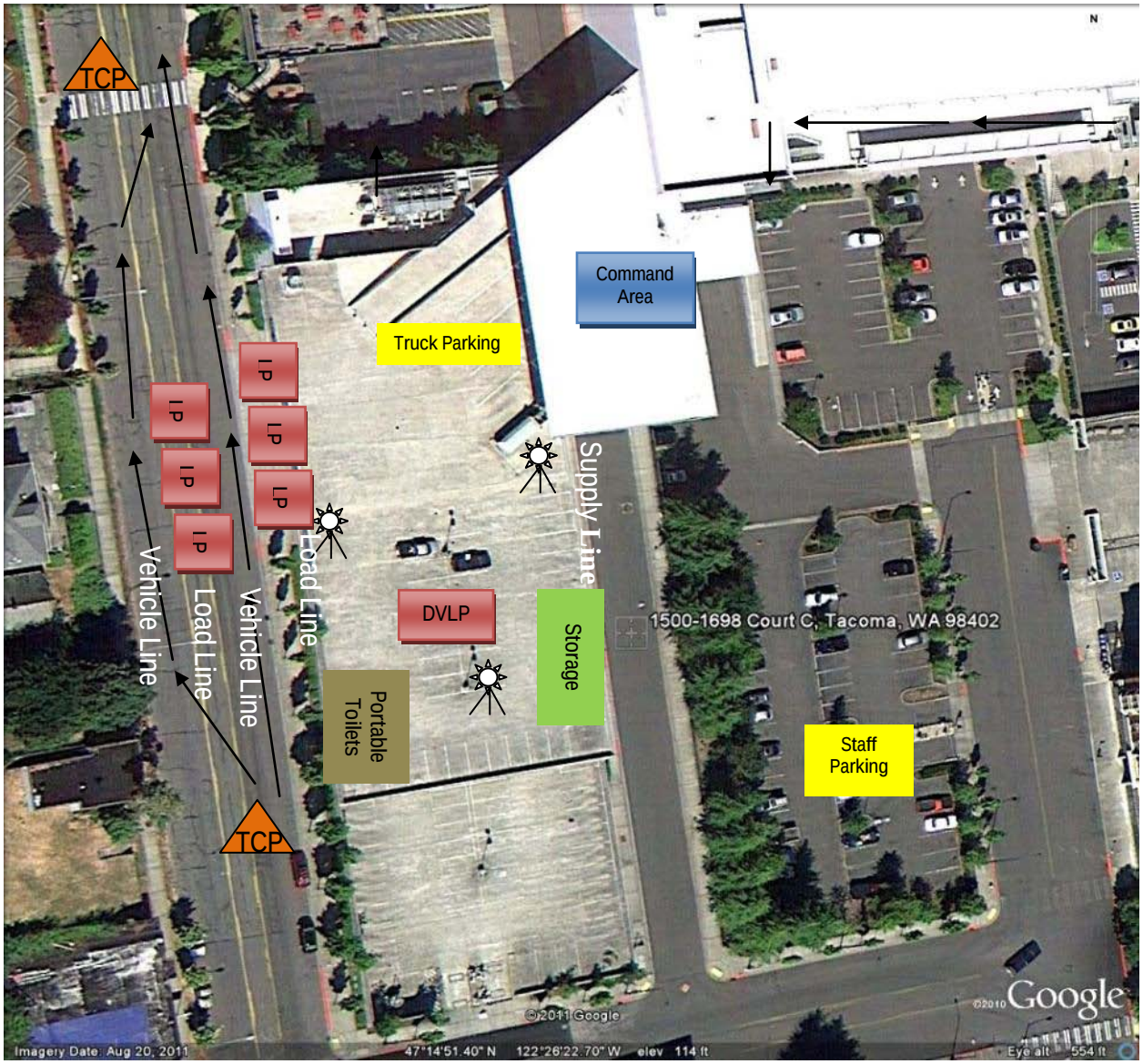
Light Stand

TCP: Traffic Control Point

Tacoma: Greater Tacoma Convention and Trade Center

The Greater Tacoma Convention and Trade Center will serve as a CPOD for the City of Tacoma. This site was assessed for its capacity to serve drive-through, walk-up and mass transit traffic. During the site assessment, the planners identified that covered truck parking could be place adjacent to the walk-up distribution location. The proximity of the covered area truck parking to the distribution location may allow CPOD staff to distribute commodities to the public directly from the truck, without first having to unload it; the ability to distribute directly from the truck would depend upon how the truck was packed. If all the water was at the ready-to-eat meals in the front then the truck would have to be unpacked to access the water to distribute to the public.

Figure 15
Tacoma: Greater Tacoma Convention and Trade Center
Site Diagram - F Lot - Drive-Through

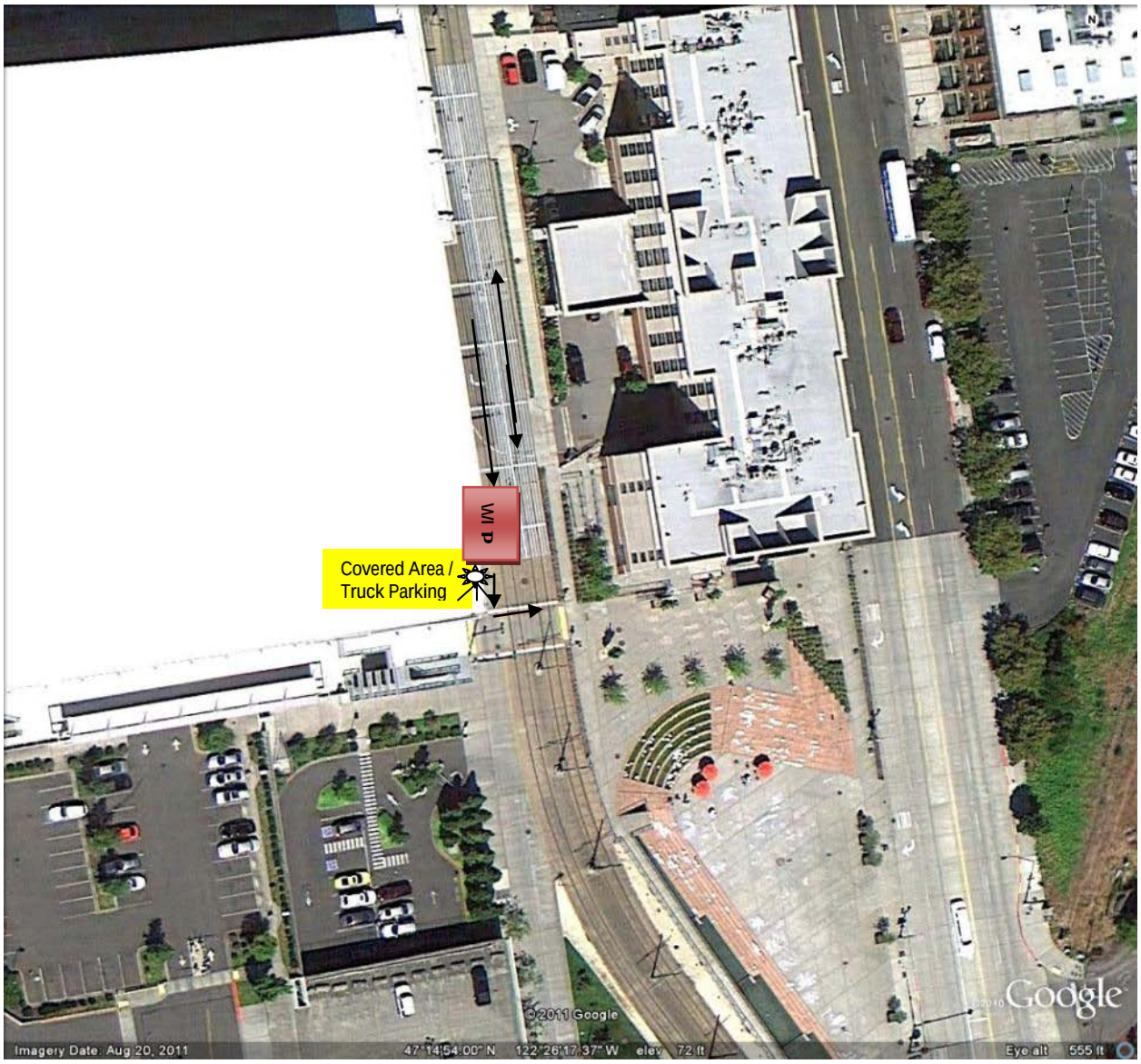


DVLP: Delivery Vehicle Load Point

LP: Load Point  **Light Stand**

TCP: Traffic Control Point

Figure 16
Tacoma: Greater Tacoma Convention and Trade Center
Site Diagram - Commerce Street - Walk Up/Mass Transit



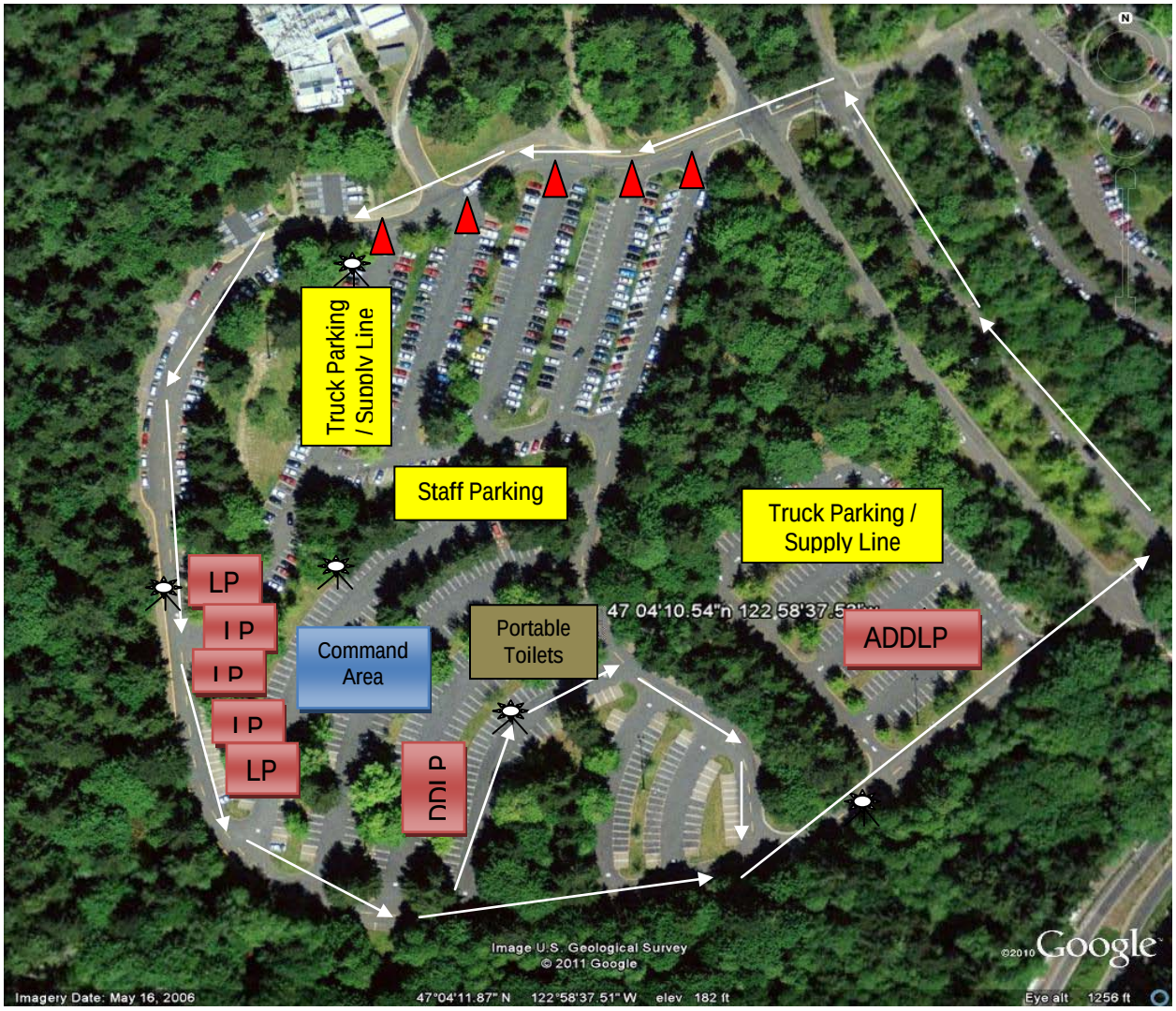
WLP: Walk Up Load Point

Light Stand

Thurston County: The Evergreen State College

The Evergreen State College has agreed to serve as a CPOD for Thurston County residents. Parking lots B and C were assessed for their capacity to handle drive-through, walk-up and direct delivery traffic. One of the noteworthy aspects of this site is that the primary walk-up population it will serve is the students attending the college. The site itself is very large with multiple entrances. Only a portion of the campus will be used for the CPOD.

Figure 17
Thurston County: Evergreen State College
Site Diagram



LP: Load Point

DDLP: Direct Delivery Load Point

ADDLP: Alternate Direct Delivery Load Point

Light Stand

Limited Access for Trucks

TCP: Traffic Control Point

Appendix D
CPOD Plan Template

The following CPOD plan template can be customized to meet the specific and unique needs of each community. Directions on how to complete each section and the type of information that should be included are shown in the accompanying text boxes.

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Appendix E
CPOD Tabletop Exercise Situation Manual Template

The attached situation manual provides an exercise scenario and facilitator question for a CPOD tabletop exercise. The scenario and facilitator questions are designed to achieve the following exercise objectives:

- Discuss the decision-making process for activating the CPOD plan and selecting appropriate CPOD sites in the aftermath of a catastrophic earthquake in accordance with the current draft of the CPOD plan.
- Discuss the procedures for activating and opening a CPOD site, to include notifying the site owner, notifying the CPOD operational staff to begin preparations, ordering and moving commodities and notifying the public in the aftermath of a catastrophic earthquake in accordance with the current draft of the CPOD plan.
- Discuss the procedures for operation of a CPOD site to include customer flow, security, volunteer/staff management, documentation needs, and inventory management during an average operational period in accordance with the current draft of the CPOD plan.
- Discuss the procedures for coordination and communication between the CPOD site and EOC, as well as other stakeholders in the aftermath of a catastrophic earthquake in accordance with the current draft of the CPOD plan.
- Discuss the procedures for determining current stock of inventory and burn rate, as well as discuss the procedure for communicating commodity and other resource needs to the appropriate organization during the operational stage of a CPOD site in accordance with the current draft of the CPOD plan.
- Discuss the procedures for demobilizing and closing a CPOD site, including notification to the public, securing and redistributing/storing commodities, and releasing the site to the owner in accordance with the current draft of the CPOD plan.

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