

Illinois Emergency Operations Plan

Annex 7 – Mass Care

Appendix 3 – Distribution of Emergency Supplies

Illinois Emergency Management Agency

August 2021





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Emergency Supplies
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Mass Care 7-X3 – Distribution of Emergency Supplies

Primary

Organization: American Red Cross (Red Cross)

Support Agencies:

Illinois Department on Aging (IDoA)
Illinois Department of Agriculture (IDOA)
Illinois Department of Corrections (IDOC)
Illinois Department of Innovation and Technology (DoIT)
Illinois Department of Juvenile Justice (IDJJ)
Illinois Department of Transportation (IDOT)
Illinois Department of Public Health (IDPH)
Illinois Emergency Management Agency (IEMA)
Illinois National Guard (ILNG)
Central Management Services (CMS)

Support

Organizations: Illinois Volunteer Organizations Active in Disasters (ILVOAD)
The Salvation Army (TSA)

I. Introduction

A. Purpose

1. Provide operational guidance, coordination, processes and strategies for implementation of state support to distribution operations.

B. Scope

1. This appendix builds upon concepts and guidance provided in Annex 7, Mass Care.
2. This appendix addresses support to distribution operations through the utilization of local, state, federal, private sector and non-governmental organization (NGO) capabilities.
3. This appendix addresses distribution operations throughout response and recovery.
4. For the purposes of this appendix, emergency supplies shall be inclusive of life-sustaining, comfort, and clean-up supplies.
5. This appendix considers all methods of distribution, most commonly mobile distribution and Point of Distribution (POD) fixed sites.



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6. Distribution can occur within the disaster area or in other areas receiving secondary effects or evacuees.
 7. Triggers for activation:
 - a) Required distribution of supplies along evacuation routes or in host communities; or
 - b) Required distribution of supplies to residents that remain in impacted area.
 8. This appendix does not address:
 - a) Procurement of all resources, see IEOP Annex 9, Resource Management and Logistics.
 - b) Site security at all operations, see IEOP Annex 16, Law Enforcement Coordination and Management.
- C. Policy
1. All policies identified in IEOP Annex 7, Mass Care remain in effect.
 2. Emergency supply operations must make supplies and operation sites accessible to all affected, including those with Access and Functional Needs (AFN).
- D. Situation Overview
1. An emergency or disaster has occurred resulting in populations requiring emergency supplies which are not readily available in the community due to the disaster.
- E. Assumptions
1. The Authority Having Jurisdiction (AHJ), voluntary and community-based organizations will implement distribution operations both independently and in coordination with partners.
 2. Operations will be more effective and efficient with multi-agency coordination and sustainment plans.
 3. Delays in distribution operations will necessitate AHJs to self-sustain.
 4. Significant overlap will occur with feeding support system capabilities.



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5. The effective distribution of emergency supplies for household pets and service animals allows owners to manage their own animals' care and is far less costly than congregate animal sheltering.
6. Damage to infrastructure may impede delivery of supplies requiring additional staging outside of the disaster area.
7. The disaster needs will exceed the resources and capability of any one agency or organization.
8. Supplies needed by survivors will be determined by the impact of the disaster, environmental conditions, population demographics, and access to available local resources.
9. Mutual aid assistance will be available through the Emergency Management Assistance Compact (EMAC).
10. Resources will be limited by location, training and operational readiness.

II. Concept of Operations

A. General

1. AHJs have the primary responsibility to ensure that adequate resources are available to meet the needs of the affected population, to include distribution operations.
2. Requests for state support will be directed through the State Emergency Operations Center (SEOC).
3. State support is based on resource availability, capability, capacity and prioritization of effort through established plans, policies and procedures.
4. Verification that emergency supply needs of affected communities have been met will be confirmed by the AHJ in coordination with whole community partners.
5. Public notification will occur prior to beginning and ending distribution operations through AHJ or state-supported Public Information Officer (PIO), in accordance with Annex 5, External Affairs.
 - a) Public messaging should be done through multiple media types to reach the whole community, including those with Access and Functional Needs (AFN), as applicable to the scope of the operation.



- b) Resource suppliers and support vendors will be notified of pending closure of distribution operations.
 - 6. Supplies common in distribution operations include, but are not limited to:
 - a) Life-sustaining (e.g. shelf-stable food, water, baby formula, and bottled water)
 - b) Comfort (e.g. hygiene supplies, bathroom tissue, baby-wipes and diapers, and clothes)
 - c) Clean-up (e.g. shovels, rakes, bleach, gloves, buckets, trashbags, and hand sanitizer)
- B. Operational Priorities
 - 1. Priorities will be established in coordination with needs identified by AHJ(s). Priorities should be measured against the availability of locally procured resources.
 - a) Protection and sustainment of life will always be the priority.
 - 2. The SEOC will establish priorities for consolidation and closing of emergency distribution using the following requirements:
 - a) Level of restoration and reliability of critical lifeline infrastructure; and
 - b) Ability of affected populations to procure supplies and adequately manage recovery.
- C. Organization
 - 1. Direction, Coordination and Control
 - a) State agencies and external organizations retain operational control of their resources;
 - b) The governor or designee has the authority to exercise overall coordination of resources belonging to the state and use directive authority, and
 - c) The SEOC is the single point of coordination for state supported emergency supply distribution operations.



2. Coordinating Elements

- a) AHJ and Partner organizations will determine their mass care requirements and then coordinate with SEOC for state-provided support to limit duplication of efforts.
 - i) Coordination will occur between fixed-site emergency supply distribution, mobile feeding operations and mobile supply distribution.
- b) The Business Emergency Operations Center (BEOC) will coordinate with private sector to identify functioning locations and support distribution operations through private sector resources.
- c) Line of Effort (LOE) – Distribution of Emergency Supplies will be activated at the direction of the SEOC Manager.
 - i) Strategic and operational guidance on LOE operations can be found in IEOP Base Plan, Appendix 4, Lines of Effort-Coordination and Management.

3. Federal Coordination

- a) SEOC liaison officers (LNOs), state agencies, boards and commissions will coordinate with federal counterparts in accordance with enabling authority.

D. System Capabilities and Structure

- 1. State and voluntary agencies have a variety of contracts and purchasing agreements with emergency supply vendors that may be activated.
- 2. Common emergency supply distribution methods:
 - a) Mobile Distribution – Community Routes
 - i) Delivery of emergency supplies using a van, truck or other vehicle on a designated route.
 - ii) May be carried out in coordination with mobile feeding operations.
 - b) Mobile Distribution – Targeted
 - i) Delivery of emergency supplies directly to residents'



homes who are identified as being unable to reach PODs or other supply sites.

- ii) May be necessary in urban areas to reach affected individuals without power.
- c) Fixed Site Distribution – Walk-up
 - i) Delivery of emergency supplies from an emergency supply distribution site.
 - ii) Walk-up sites allow for personal contact with impacted individuals.
 - iii) May be co-located with other disaster recovery operations, including Multi-Agency Resource Centers (MARC)s
- d) Fixed Site Distribution – Drive-through only
 - i) Delivery of emergency supplies from an emergency supply distribution site where parking is limited, and continuous movement of residents is necessary.
 - ii) Drive-up sites allow for distribution to many impacted individuals.
- e) Supply distributions to shelters
 - i) Delivery of supplies to shelter residents, in coordination with sheltering efforts.

E. Resource and Logistical Support Requirements

1. Resources and logistics support necessary to implement and sustain capabilities will be provided through processes established in Annex 9, Resource Management and Logistics.
2. Additional support may be provided through EMAC, the federal government and private sector.
3. Personnel
 - a) State support to staffing requirements will be met through state agencies, activation of mutual aid agreements, EMAC, service contracts and utilization of spontaneous volunteers.



- b) All assigned staff will be trained to assigned missions and, to the extent possible, made aware of potential risks involved.

4. Facilities

- a) Emergency supply distribution operations facility requirements will be met through activation of state facilities, mutual aid agreements, service contracts and utilization of donated space and accommodations.

III. Roles and Responsibilities

A. American Red Cross (Red Cross)

1. Coordinate with American Red Cross disaster response operation leadership to determine necessity of, identify and coordinate emergency supply distribution operations.
2. Identify distribution support requirements and make appropriate resource requests to the SEOC Manager.
3. Determine resource providers as necessary, including:
 - a) Commercial procurement;
 - b) National vendor contracts;
 - c) State agency vendor contracts, and
 - d) Donated goods.
4. Determine appropriate modes for distribution operations.
5. Determine appropriate coordination with feeding operations.
6. Coordinate water and ice provision with IDPH.
7. Coordinate timelines, schedules and operational periods for distribution operations.
8. Coordinate and disseminate public information, crisis communications, educational messaging with the SEOC public information officer (PIO) and the Red Cross PIO.
9. Coordinate with the SEOC LNOs for resourcing and support of distribution operations.



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10. If distributing bulk food and water, coordinate resource requirements for food storage and transportation.
 11. Request waste disposal and environmental safety throughout Red Cross distribution operations.
 12. Request security and protection support for Red Cross facilities and sites.
 13. Determine the need for and coordinate resource requests for staffing and support of facilities and sites.
 14. Coordinate collection, receipt, compilation and development of situational reports on distribution operations.
 15. Coordinate the provision of Functional Needs Support Services (FNSS) for those with Access and Functional Needs (AFN) with IDPH and IDHS.
- B. Illinois Department on Aging (IDoA)
1. Through contacting the Senior Helpline, assist in coordinating with public and private partners to find specific resources for individuals and families without life-essential durable medical equipment or consumable medical supplies.
 2. Coordinate the use of senior centers as points of distribution.
 3. Coordinate the use of existing service delivery methods used by Area Agencies on Aging and service providers (e.g. Meals on Wheels delivery, Senior Nutrition Sites) as a mechanism to deliver emergency supplies to seniors in need.
- C. Illinois Department of Agriculture (IDOA)
1. Assist in identifying and acquiring feed for distribution operations.
 2. Coordinate administrative processes and resources necessary for use of county and state fairgrounds in support of distribution operations.
- D. Illinois Department of Corrections (IDOC)
1. Identify correctional institutions available for use in coordination with the SEOC Red Cross LNO.
 2. Identify correctional institution personnel with specialized skills (e.g., food service staff, foreign language interpreters, mental health personnel, health care personnel and logistics staff) available to assist in



distribution operations.

3. Coordinate notification, activation and use of correctional institutions and personnel required for distribution operations.
4. Identify correctional institutions' capability and capacity for repackaging support.
5. Identify and obtain credentials of receiving agents.
6. Coordinate distribution schedule and location with participating agencies and organizations.
7. Identify individuals in custody crews available for deployment in support of distribution operations.
8. Coordinate JITT with correctional institutions providing personnel support.
9. Monitor and advise the SEOC on sustainment requirements for correctional institutions providing distribution operations support.

E. Illinois Department of Innovation and Technology (DoIT)

1. Assist in providing Geographic Information System (GIS) mapping showing the locations of emergency distribution of supply fixed and mobile route locations and developing systems for the public to request needed supplies or to project need based on the boundaries of the disaster.

F. Illinois Department of Juvenile Justice (IDJJ)

1. Identify IDJJ staff with specialized skills (e.g. logistics staff, interpreters, warehouse workers) that could assist with distribution operations.
2. Identify IDJJ institutions available for use to support emergency distribution operations.

G. Illinois Department of Transportation (IDOT)

1. Coordinate support requirements for resource staging and distribution sites (i.e. facilities, vehicles or forklifts).
2. Collect and disseminate road status for distribution of emergency supply route determination.



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3. Coordinate transportation of resources and distribution along evacuation routes.
 4. Collaborate with Public Information Officers to broadcast emergency supply distribution protocols to public.
- H. Illinois Department of Public Health (IDPH)
1. Coordinate with partner agencies to identify and locate individuals with specific life-essential distribution needs.
 2. Assist in providing ice, water, well water testing kits or other health related items directly or through local health departments to persons in need.
 3. Coordinate the delivery of FNSS for those AFN with Red Cross and IDHS.
- I. Illinois Emergency Management Agency (IEMA)
1. Determine priorities for distribution of emergency supply operations.
 2. Coordinate procurement of resources to be distributed.
 3. Coordinate the delivery of resources to be distributed.
 4. Coordinate the delivery of public messaging related to the distribution of emergency supplies and where they can be picked up.
- J. Illinois National Guard (ILNG)
1. Coordinate ILNG resources to distribute emergency supplies in impacted areas unreachable by standard vehicles.
 2. Support resource staging and distribution sites.
 3. Support security efforts at resource staging and distribution sites.
- K. The Salvation Army (TSA)
1. Coordinate with Salvation Army Disaster Response Operation leadership to determine necessity of, identify and coordinate emergency supply distribution operations.
 2. Identify distribution support requirements and make appropriate requests to the SEOC Manager.



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3. Determine resource providers as necessary, including:
 - a) Commercial procurement;
 - b) National vendor contracts;
 - c) State agency and other vendor contracts, and
 - d) Donated goods.
 4. Determine appropriate modes for distribution operations.
 5. Determine appropriate coordination with feeding operations.
 6. Coordinate timelines, schedules and operational periods for distribution operations.
 7. Coordinate and disseminate public information, crisis communications and educational messaging with SEOC Public Information Officer (PIO) and Salvation Army PIO.
 8. Coordinate with SECO Liaison Officers for resourcing and support of distribution operations.
 9. If distributing bulk food and water, coordinate resource requirements for food storage and transportation.
 10. Ensure waste disposal and environmental safety throughout distribution operations.
 11. Request security and protection support for facilities and sites.
 12. Determine the need and coordinate resource requests for staffing and support of facilities and sites.
- L. Central Management Services (CMS)
1. Identify state-owned facilities available for use as points of distribution.
 2. Identify personnel from state agencies available to assist in mass care operations.
 3. Coordinate notification, activation and deployment of state personnel required for mass care operations.
 4. Coordinate JITT for state agency personnel assigned to mass care



operations.

5. Monitor and advise the SEOC on sustainment requirements for state agency personnel assigned to mass care operations.
6. Identify state surplus resources available for use in emergency distribution operations.
7. Provide for emergency fuel delivery and vehicle repair for vehicles being used for the distribution of emergency supplies.

M. Illinois Volunteer Organizations Active in Disasters (ILVOAD)

1. Coordinate distribution operations and support requirements between VOAD members and the SEOC.

N. Other Agencies and Organizations: General Considerations

1. Identify resources, facilities and personnel available to assist in distribution operations.
2. Coordinate notification, activation and deployment of resources, facilities and personnel available to assist in distribution operations.
3. Monitor and advise the SEOC on sustainment requirements for resources, facilities and personnel providing distribution operations support.

IV. Authorities and References

A. Authorities

1. All authorities found in IEOP Annex 7, Mass Care

B. References and Resources

1. All references found in IEOP Annex 7, Mass Care