




Mass Care, Emergency Assistance, Temporary Housing, and Human Services ESF 6



Wisconsin Emergency Response Plan **ESF 6**
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and Human Services

Emergency Support Function Approval and Implementation


Wisconsin Emergency Management has coordinated an update of this emergency support function (ESF). This ESF will be reviewed periodically in accordance with the timeline outlined in the state's Integrated Preparedness Plan.

DocuSigned by:

C25970AA863F435...

Greg Engle, Administrator
Wisconsin Emergency Management

Date: 1/21/2025

This ESF is hereby adopted as written and supersedes all previous versions.

Signed by:

8FBC546B20CF4AA...

DAVID W. MAY, Brigadier General
Interim Adjutant General of Wisconsin

Date: 2/3/2025



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Table 1-1: Coordinating and Support Agencies

Lead Coordinating Agency	Department of Health Services (WI DHS)
Wisconsin Governmental Support Agencies	Department of Military Affairs/Wisconsin Emergency Management (DMA/WEM) Department of Military Affairs/Wisconsin National Guard (DMA/WING) Department of Administration (DOA) Department of Agriculture, Trade and Consumer Protection (DATCP) Department of Public Instruction (DPI) Department of Children and Families (DCF) Department of Safety & Professional Services (DSPS) Department of Workforce Development (DWD) Wisconsin Housing and Economic Development Authority (WHEDA)
Non-Governmental Support Organizations	American Red Cross Adventist Community Services The Salvation Army (SA) Wisconsin Voluntary Organizations Active in Disaster (WIVOAD)
Federal ESF Coordinating Agencies	Federal Emergency Management Agency (FEMA)

1. Introduction

1.1. Purpose

The purpose of this ESF is to coordinate state and federal activities in support of state, county, tribal, and voluntary organization efforts to address the non-medical mass care, emergency assistance, temporary housing, and human services needs of those impacted by a disaster. When medical needs arise, Emergency Support Function (ESF) 6 coordinates with ESF 8: Health and Medical Services.

ESF 6 is linked closely to two Recovery Support Functions (RSF) in the Wisconsin Recovery Plan, including the Housing RSF and Health and Social Services RSF. These RSF may be activated concurrently with ESF 6, where the ESF and RSF collaborate and share information while focusing on their respective functions.

1.2. Scope

ESF 6 is divided into four primary functions: Mass Care Services, Emergency Assistance, Temporary Housing, and Human Services



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1.2.1. Mass Care Services encompasses four capabilities: Sheltering, Feeding, Distribution of Emergency Supplies, and Facilitated Reunification of Families.

1.2.1.1 Sheltering can be defined in the following ways:

- (1) Temporary congregate care of displaced residents in public shelter sites. Congregate shelters should support both the general population and those with access and functional needs or unique circumstances.
- (2) Support for Non-Congregate/Non-conventional sheltering including hotels, motels, trains, ships, camps, and other single-room facilities, specialized medical support shelters (in conjunction with ESF 8), other specialized congregate care areas, and/or warming and cooling centers.

1.2.1.2 Feeding could include, but is not limited to:

- (1) Shelter sites
- (2) Mobile feeding units
- (3) Bulk distribution sites for shelf-stable meals

1.2.1.3 Distribution of Emergency Supplies includes but is not limited to water, ice, and shelf-stable meals. The distribution of emergency supplies is addressed in Attachment 2.

1.2.1.4 Reunification of separated family members may use one of the following tracking systems. DHS uses several preparedness systems centered on information-sharing to ensure critical information is made available, including EMTrack, a secure platform available to health care partners. EM Track is a tool that facilitates patient tracking from an initial encounter through the health care system. Healthcare facilities, public health, emergency management, and first responders could potentially use EMTrack for family reunification efforts.

1.2.2. Emergency Assistance

1.2.2.1 In alignment with the Americans with Disabilities Act (ADA), Federal Emergency Management Agency (FEMA) guidelines, and other applicable federal and state disability laws and regulations, ESF 6 partners will work to ensure that all emergency assistance is fully inclusive and accessible during emergency situations.

1.2.2.2 The State will provide access and functional needs support services in mass care operations, including access or inclusion support in the areas of:



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(1) Communication

- (A) The State will ensure individuals who require reasonable accommodation to effectively communicate will have their needs met. The State will ensure that all information is available in accessible formats, interpreters will be provided as needed, and the needs of individuals with sensory, cognitive, or language barriers will be addressed to remove barriers to effective communication and that could interfere with an individual's receipt and response to information.

(2) Maintaining health

- (A) The State will ensure inclusive sheltering as outlined in FEMA's inclusive sheltering policies and will provide support services needed by Individuals who require medical assistance or treatment, special diets, durable medical supplies and equipment, or medication.

(3) Independence

- (A) The State is committed to ensuring emergency and other sheltering is accessible and meet Americans with Disabilities standards; provide reasonable accommodation and support services to enable individuals to maintain independence in

(4) Safety, Self-determination, and Supervision

- (A) The State ensures that caregivers are available to support individuals who need assistance in navigating emergency situations or making decisions. In compliance with the Americans with Disabilities Act, shelters will respect individuals' autonomy while providing necessary supervision or guidance, aligned with FEMA's standards for functional needs support services.

(5) Transportation

- (A) The State will ensure transportation provided will be accessible and available for individuals who cannot drive, do not have access to a vehicle, or have mobility challenges. FEMA's guidelines on transportation support for individuals with disabilities will be followed to ensure equitable access to evacuation and travel services.



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- 1.2.2.3 Coordination of voluntary organizations and unsolicited donations and management of unaffiliated volunteers, see Attachment 1: Volunteer and Donations Management Plan
- 1.2.2.4 Support for the rescue, transportation, care, shelter, and essential needs of household pets and service animals. See ESF-11, Attachment 1, Animal Disaster Response Plan
- 1.2.2.5 Support for evacuations including registration and tracking of evacuees.
 - (1) Registration and tracking of evacuees, pets, and personal property will occur during government-assisted evacuations, such as evacuees with critical transportation needs (CTN)
 - (2) For additional information about both in-state, and State-to-State, Mass Evacuations, see the relevant WERP incident annexes for more information.
- 1.2.2.6 Support the needs of children, families, and childcare providers during and after a disaster
- 1.2.3. Temporary Housing may be provided using the following:
 - 1.2.3.1 Temporary roof repair includes quick repairs to damaged roofs on private homes, allowing residents to return to and remain in their own homes while performing more permanent repairs.
 - 1.2.3.2 Rental assistance is financial assistance provided to displaced individuals and families to rent temporary accommodations.
 - 1.2.3.3 Direct financial housing includes payments made directly to landlords on behalf of survivors.
 - 1.2.3.4 Temporary accommodations in hotels/motels allow individuals and families to transition from congregate shelters or other temporary situations should their pre-disaster dwelling be unlivable.
- 1.2.4. Access to other sources of temporary housing assistance will be coordinated in collaboration with Housing RSF partners.
- 1.2.5. Human Services may include providing support to access certain programs such as Disaster Supplemental Nutrition Assistance Program (DSNAP), Replacement of FoodShare Wisconsin benefits, National School Lunch Program (NSLP), School Breakfast Program (SBP), Disaster Unemployment Assistance (DUA), and other state and federal disaster assistance programs.



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1.2.5.1 Support for human services may be provided by non-governmental entities to programs including, but not limited to:

- (a) Disaster case management
- (b) Individual financial assistance
- (c) Clean up, home repair, and initial rebuilding
- (d) Temporary housing assistance
- (e) Emergency medications and medical equipment
- (f) Emotional and spiritual care
- (g) Childcare
- (h) In-kind donations of disaster recovery supplies
- (i) Disaster legal services

1.2.5.2 Support for service delivery sites may include, but is not limited to:

- (a) Reception Centers
- (b) Multi-Agency Resource Centers (MARC)s
- (c) Family Assistance Centers (FACs)
- (d) Volunteer Reception Centers (VRCs)
- (e) Points of Distribution for Emergency Supplies (PODs)

1.3. Authorities

1.3.1. The following authorities provide supporting agencies the authority to respond to various emergency scenarios related to ESF 6 Functions:

1.3.1.1 Emergency Volunteer Health Care Practitioners, Wis. Stat. § 257.

1.3.1.2 Psychological Interjurisdictional Compact, Wis. Stat. § 455.50.

1.3.1.3 Department of Safety and Professional Services, Wis. Stat. § 440.



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- 1.3.2. All supporting state agencies named in this ESF have the responsibility and authority to respond to disasters under Wis. Stat. § 323.
- 1.3.3. The American Red Cross is a co-lead for the mass care component of ESF 6 of the National Response Framework (NRF). In this role, the American Red Cross engages in a variety of activities to support states in their planning, coordinating, and executing of mass care programs and strategies.
 - 1.3.3.1 The American Red Cross provides disaster cycle services pursuant to its bylaws and other internal policies and procedures as well as its Congressional Charter (36 USC §300101-300111).
 - 1.3.3.2 State Employees may participate in specialized disaster relief services with the American Red Cross on paid leave of absence not to exceed 30 workdays each year. (Wis. Stat. § 230.35 (3)(e))
- 1.3.4. Department of Workforce Development has responsibilities and develops programs for survivors of disasters in conformance with the following:
 - 1.3.4.1 Disaster unemployment Assistance, Wis. Stat. § 108.45.
 - 1.3.4.2 The Disaster Unemployment Assistance (DUA) program (42 U.S.C. § 5177).
 - 1.3.4.3 The U.S. Department of Labor regulations implementing the requirements of the Stafford Act (20 CFR §§ 625.1 – 625.30).

2. Concept of Operations

2.1. General

- 2.1.1. As lead coordinating agency, Wisconsin Department of Health Services (WI DHS) shall staff ESF 6 during an elevation of the State Emergency Operations Center (SEOC) to:
 - 2.1.1.1 Maintain and share situational awareness of ongoing ESF 6 operations.
 - 2.1.1.2 Provide assistance as outlined in the scope of Emergency Support Function 6: Mass Care, of Wisconsin Emergency Response Plan.
 - 2.1.1.3 Resolve service issues identified by local, county, or tribal responders by bringing in ESF 6 partner agencies that are equipped to provide support.
 - 2.1.1.4 Coordinate with ESF 8 and appropriate non-governmental organizations in addressing the access and functional needs of individuals, children, and their families during a disaster.



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2.1.1.5 Provide situational awareness of the need for, and status of, Volunteer and Donations Management operations.

2.1.1.6 Coordinate with ESF 11 for the provision of care and shelter for Household Pets and Service Animals.

2.1.2. In the event that Wisconsin hosts evacuees from Wisconsin, or another state, this ESF may be used to address mass care, emergency assistance, temporary housing, and human services operations for evacuees.

2.2. Planning Assumptions

2.2.1. Initial awareness of an emergency incident generally originates from one of two sources at the local level:

2.2.1.1 Members of the public may directly seek support through the WEM Duty Officer (DO) system or the WI DHS Phone Answering Service. In those circumstances, the caller's information and concerns are referred directly to the appropriate state or local official (e.g., county emergency management director, local public health agency, or tribal health center).

2.2.1.2 Local responders determine if there is a need for ESF 6 support. In these circumstances, they notify the local emergency management director who shall notify the following entities, as appropriate:

- (1) Wisconsin Emergency Management
- (2) County Human Service Authority
- (3) Local/Tribal Health Department
- (4) American Red Cross
- (5) The Salvation Army

2.3. Organization

When mobilized, ESF 6 serves in the Human Services Group of the Resource Support section of the SEOC. ESF 6 staff can expect to be called upon to provide Information to all sections within the SEOC, through the Human Services Group Lead. Responsibilities for these sections are outlined in SEOC Operations Manual.

2.3.1. County human services authorities:

2.3.1.1 In coordination with the county emergency management plan and the Local EOC, retain operational authority of ESF 6-related response.



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2.3.1.2 Lead the shelter operations activities of local and private sector, non-profit, public service, and volunteer organizations in cooperation with the American Red Cross.

2.3.2. State organization

2.3.2.1 The WI DHS 24/7 human services on-call team:

- (1) Provides support, technical assistance, and coordination assistance to the local, tribal, and regional emergency human services response.
- (2) Serves as advisor and consultant to the incident commander, the local/county/tribal EOC, public health, tribal health, and hospitals on matters related to the psychosocial needs and reactions of emergency response teams, survivors, family members, other people with access or functional needs, and the community.
- (3) Alerts supporting state agencies, as needed.
- (4) Alerts the State VAL or WEM DO when SEOC activation is needed; the State VAL, in consultation with ESF 6 lead agency response personnel, notifies WIVOAD member organizations, as needed.
- (5) Initiates the formation of a needs assessment team in the early stages of the response to:
 - (a) Anticipate, project, categorize, and quantify response and recovery needs of survivors.
 - (b) develop and maintain situational awareness of the need for, and status of, volunteer and donations management operations.
 - (c) Coordinate with WEM Recovery Section and VAL for transition to Long-Term Recovery.

2.3.2.2 DCF directs state human services efforts in support of local, county, and tribal government in meeting the needs of children, families, and childcare providers during and after a disaster, including:

- (1) Addressing the needs of affected children and families through providing immediate emergency funds to eligible families and/or providing assistance with employment, food-share, and other related programs.



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- (2) Coordinating or facilitating emergency childcare services, which includes setting up emergency childcare locations and designating local licensing contacts, as well as connecting affected families to available childcare services and resources.
- (3) Supporting the continuation of childcare facility operations as soon as possible after a disaster by coordinating and supporting inspections of regulated childcare facilities, issuing temporary licenses for emergency childcare facilities, and providing technical and resource support to assist impacted providers rapidly resume operations.
- (4) Supporting child and family accountability as soon as possible after a disaster by coordinating family reunification efforts with supporting governmental and non-governmental agencies, referring unaccompanied minors to local child welfare agencies, and ensuring all statutory obligations related to minors' safety are met.
- (5) Addressing the needs of refugee communities through conducting assessments and coordinating local support of specialized needs and coordinating financial, employment, medical, and housing support for eligible families.

2.3.3. Non-governmental Organizations

2.3.3.1 The American Red Cross state disaster officer or disaster relief operations director may assign a liaison to the SEOC to coordinate ESF 6-related activities within the state, including

- (1) Establishing and operating American Red Cross mass care sites and feeding (mobile and fixed) for disaster survivors.
- (2) Use of the National Shelter System for providing information about shelters open, on stand-by, and closed, with detail on population and capacity.
- (3) Coordinating the recruitment and assignment of American Red Cross personnel for mass care operations.
- (4) Coordinate American Red Cross mass care services with government, non-profit, and community partners.

2.3.3.2 The Salvation Army Disaster Services Director for Wisconsin may assign a liaison to the SEOC to coordinate the organization's activities within the state, including



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- (1) Coordinating the Salvation Army mass care services with the other agencies including feeding (mobile and fixed), as well as emotional and spiritual care for disaster survivors, emergency workers, and volunteers.
- (2) Provide support services to Adventist Community Services if a donations warehouse is established.

2.3.3.3 The Adventist Community Services (ACS) Director for Wisconsin may assign a liaison to the SEOC as permitted by the memorandum of understanding between ACS and DMA to provide support for warehousing donated goods.

2.3.3.4 The Chairperson of the Wisconsin Voluntary Organizations Active in Disaster (WIVOAD) may assign a liaison to the SEOC to

- (1) Coordinate the activities of the WIVOAD member organizations during the initial response.
- (2) Provide support and guidance for the transition to long-term recovery, volunteer and donations management, and/or equitable distribution of goods and services.

2.3.4. Federal support organization

2.3.4.1 When an emergency has warranted a presidential declaration of a major disaster or emergency, federal assets and programs become available. These are described in the National Response Framework ESF 6.

2.3.4.2 The state designates an official(s) to coordinate with federal mass care, emergency, temporary housing, and human services assistance.

- (1) This official(s) serves as the principal point(s) of contact with the Regional Response Coordination Center ESF 6 branch.
- (2) This official(s) is responsible for keeping WEM fully apprised of federal ESF 6 activities.

3. Agency Responsibilities

3.1. Lead Coordinating Agency – Department of Health Services

Table 3-1: Lead Coordinating Agencies Functions

Agency	Functions
	General



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Agency	Functions
Wisconsin Department of Health Services	<ul style="list-style-type: none"> • Provide overall leadership, coordination, assessment, and technical assistance in response to disasters relative to all ESF 6 functions. • Coordinate with local, county, tribal, and state government and with ESF 6 support agencies to identify and address the public's unmet needs during and immediately following a disaster. • Coordinate the acquisition of alternative shelter or family assistance grants for survivors who cannot be housed in conventional mass care facilities. • Direct state human services efforts in support of local, county, and tribal government. • Ensure that inspections of adult care facilities are conducted immediately following a disaster, as necessary. • Coordinate with DATCP to support environmental safety inspections of community shelter facilities. • Support public health inspections of affected housing prior to re-entry. • Coordinate the application for and provision of crisis counseling or disaster case management, if available.
	Mass Care <ul style="list-style-type: none"> • Coordinate with ESF 8 to support local, county, and tribal human services in meeting the medical needs of affected populations. • Coordinate bulk distribution of emergency relief items. • In coordination with supporting agencies, assess the necessity of initiating emergency feeding or food distribution programs, such as mobile and/or fixed feeding services, the release of USDA commodities, or transportation and distribution of bulk food supplies.
	Emergency Assistance <ul style="list-style-type: none"> • Assist local, county, and tribal human service agencies in planning for and acquiring sufficient personnel, supplies, equipment, and other resources for ESF 6 operations, including, but not limited to: <ul style="list-style-type: none"> • Resources for the general public • Resources for people with disabilities, older adults • Resources for infants and children • Resources for refugees • Resources for service animals



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Agency	Functions
	<ul style="list-style-type: none">• Coordinate with DATCP to ensure household pets are humanely cared for during an emergency.• Provide guidance on the management of service animals in general population shelters, as needed.• Collaborate with DCF and supporting agencies to create a centralized disaster welfare information system to facilitate family reunification efforts.• Coordinate with voluntary agencies to ensure all shelters are accessible and comply with all State and Federal guidelines, such as the ADA Standards.• Contact Bureau of Aging and Disability Resource (BADR) to operationalize ILCs and ADRCs during an emergency response, as federally mandated, to meet the needs of older adults and people with disabilities.• Liaise the Office for the Promotion Independent Living (OPIL), WisTech about providing assistive technology (Wisconsin AT4ALL), durable medical equipment, and environmental adaptive equipment for individuals with disabilities.• Contact OPIL for assistance with interpreting services, including CART and American Sign Language (ASL), and other accessible communication formats.
	Temporary housing <ul style="list-style-type: none">• Coordinate with WEM to identify and disseminate information on available, affordable housing, and housing programs.
	Human Services <ul style="list-style-type: none">• Serve as a central resource point for acquiring technical assistance, support, personnel, and equipment from various agencies to assist local human service agencies during an emergency.• Coordinate and implement human service assistance programs from governmental and non-governmental sources following a state disaster and/or federal disaster declaration.• Facilitate and coordinate state, local, county, and tribal efforts to provide emotional support to residents and emergency workers, if needed.



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3.2. Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions
Department of Military Affairs (DMA)	<p>Wisconsin Emergency Management</p> <ul style="list-style-type: none"> • Coordinate state voluntary agency activities through support of WI VOAD activities. • Coordinate and implement human service assistance programs available following a state or presidential disaster declaration. • Support emergency human services assistance programs (e.g., congregate care, food coupons, commodities, and monetary assistance) available from governmental and non-governmental sources. • Coordinate with federal, state, tribal, and local entities to identify and disseminate information on available housing programs. <p>Wisconsin National Guard Upon being called out by the governor pursuant to section Wis. Stat. § 321.39(1)(a) provides:</p> <ul style="list-style-type: none"> • Support to evacuation, reception center, and mass care operations <ul style="list-style-type: none"> ○ Use of WING armories for shelter ○ Transportation support with buses or heavy trucks • Support to supply and commodity distribution <p>Limited power generation and communications support</p>
Department of Administration (DOA)	<ul style="list-style-type: none"> • Coordinate with local, state, and federal agencies to assess housing needs of vulnerable displaced residents.
Department of Agriculture, Trade and Consumer Protection (DATCP)	<p>Division of Animal Health, State Veterinarian</p> <ul style="list-style-type: none"> • Ensure the availability of resources for the disaster. • Coordinate and provide information on the availability of resources from other states, the federal government, and non-governmental organizations. <p>Division of Food and Recreational Safety</p> <ul style="list-style-type: none"> • Coordinate inspections for emergency feeding or food distribution operations and affected retail food establishments.
Department of Children & Families (DCF)	<ul style="list-style-type: none"> • Addressing the needs of affected children and families through: <ul style="list-style-type: none"> ○ Provide immediate emergency funds to eligible families. ○ Provide assistance with employment, food-share, and other related programs.



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Agency	Functions
	<ul style="list-style-type: none">• Coordinating or facilitating emergency childcare services, which includes:<ul style="list-style-type: none">○ Setting up emergency childcare locations and designating local licensing contacts.○ Connecting affected families to available childcare services and resources.• Supporting the continuation of childcare facility operations as soon as possible after a disaster by:<ul style="list-style-type: none">○ Coordinating and supporting inspections of regulated childcare facilities.○ Issuing temporary licenses for emergency childcare facilities.• Providing technical and resource support to assist impacted providers rapidly resume operations.• Supporting child and family accountability as soon as possible after a disaster by:<ul style="list-style-type: none">○ Coordinating family reunification efforts with supporting governmental and nongovernmental agencies.○ Referring unaccompanied minors to local child welfare agencies and ensuring all statutory obligations related to their safety are met.• Addressing the needs of refugee communities through:<ul style="list-style-type: none">○ Conducting assessments and coordinating local support of specialized needs. <p>Coordinating financial, employment, medical, and housing support for eligible families.</p>



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Agency	Functions
Department of Public Instruction (DPI)	<ul style="list-style-type: none"> • Coordinate with the American Red Cross to release USDA Foods in a presidential declaration of disaster is issued: <ul style="list-style-type: none"> ○ For congregate feeding, release USDA Foods as long as available and needed. ○ For household feeding, release USDA Foods only with prior approval from the USDA and per extent and length of time as determined by the USDA. • Coordinate with the American Red Cross for release of USDA Foods in the absence of a presidential declaration, but when ESF 6 determines circumstances warrant USDA Foods distribution (defined in accordance with 7 CFR 250.7 as Situations of Distress): <ul style="list-style-type: none"> ○ For congregate feeding during a Situation of Distress involving a natural disaster, release USDA Foods to the extent that USDA Foods and funds for replacement are available. Release of USDA Foods to be a maximum of 30 days. ○ For congregate feeding during a Situation of Distress involving a non-natural disaster, release USDA Foods to the extent that USDA Foods and funds for replacement are available, with prior approval from USDA, and per extent and length of time as determined by USDA. ○ For household feeding during a Situation of Distress, release USDA Foods only with prior approval from USDA and per extent and length of time as determined by USDA.
Department of Safety & Professional Services (DSPS)	<ul style="list-style-type: none"> • Assist in structural inspections of disaster-damaged buildings, when needed. • Coordinate with federal, state, tribal, and local entities to identify and disseminate information on available housing programs
Department of Workforce Development (DWD)	<ul style="list-style-type: none"> • Through Job Service Centers, county, and tribal partners, provide information and contacts for the following programs: <ul style="list-style-type: none"> ○ Worker's compensation ○ Unemployment insurance ○ Anti-discrimination enforcement ○ Vocational rehabilitation for people with disabilities ○ Employment and training services • Coordinate with federal, state, tribal, and local entities to identify and disseminate information on available housing programs
Wisconsin Housing & Economic	<ul style="list-style-type: none"> • Provide funding support for shelter operations under specialized circumstances.



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Agency	Functions
Development Authority (WHEDA)	<ul style="list-style-type: none"> • Coordinate with DOA and federal agencies to review multifamily and elderly affordable housing stock in the state to assess: <ul style="list-style-type: none"> ○ Damage to housing units ○ Potential displacement of vulnerable residents ○ Administer home buying and home improvement programs, as appropriate for disaster survivors. • Coordinate with federal, state, tribal, and local entities to identify and disseminate information on available housing programs

3.3. Non-Governmental Support Organizations

Table 3-3: Non-Governmental Support Organizations Functions

Agency	Functions
American Red Cross	<ul style="list-style-type: none"> • Provide mass care services such as sheltering, feeding, distribution of relief supplies, family reunification. • Provide health services to survivors supporting the replacement of medications and medical equipment. • Ensure shelter is accessible to all members of the public and meets (ADA) standards for emergency services and physical access. • Provide mental health and psychological first aid support to survivors, first responders, and disaster workforce. • Utilize the National Shelter System to track shelter data including shelter locations and population counts and share shelter data with partners. • Staff local and state EOCs. • Provide recovery casework and direct financial assistance.
Adventist Community Services (ACS)	<ul style="list-style-type: none"> • Support in a Multi-Agency Warehouse for receiving in-kind donations and Emergency Supplies. • See Volunteer and Donations Management Attachment for MOU between WEM and ACS.
The Salvation Army	<ul style="list-style-type: none"> • Provide hydration, meals, and snacks to survivors, emergency workers, and volunteers using mobile feeding units, as well as establishing fixed feeding sites. • Provide individual family assistance grants (i.e., vouchers for clothing, food, and other emergency needs) to meet the basic needs of survivors as determined by SA guidelines.



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Agency	Functions
	<ul style="list-style-type: none">• Distribute items needed by survivors (e.g., toiletry kits, clean-up kits).• Assist in establishing a distribution center for receiving in-kind donations and distributing them to the survivors of a disaster, as needed.• Provide emotional and spiritual counseling to survivors and others upon request and as needed.• Provide Guidance and Technical Assistance with reunification services.
Wisconsin Voluntary Organizations Active in Disaster (WIVOAD)	<ul style="list-style-type: none">• Provide Coordination and Technical Assistance for Volunteer and Donations Management• Provide for the coordination and technical guidance for local long-term recovery group development.

4. Supporting Documents

4.1. Attachments

4.1.1. Attachment 1: Volunteer and Donations Management Plan

4.1.2. Attachment 2: Point of Distribution (POD) Guidance

4.2. References

4.2.1. National Response Framework ESF 6



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Table 4-1: Record of Change

#	Date	Agency/Individual	Change
1.	07/2024	WEM	Combine the Attachments for Volunteer and Donations Management into a single document.
2.	07/2024	WEM	Addition of responsibilities and duties of DCF during ESF 6 activities
3.	07/2024	WEM	Addition of Points of Distribution Guidance as Attachment
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14.			



Attachment 1

Volunteer and Donations Management

Volunteer and Donations Management



Wisconsin Emergency Response Plan
Volunteer and Donations Management

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Table 1-1: Coordinating and Support Agencies

Primary Agency	Wisconsin Emergency Management (WEM)
Wisconsin Governmental Support Agencies	Department of Health Services (WI DHS) Department of Administration (DOA) Department of Transportation (WisDOT) Wisconsin National Guard (WING) Other State Agencies, as required
Non-Governmental Support Organizations	2-1-1 Wisconsin / United Way of Wisconsin Adventist Community Services (ACS) American Red Cross The Salvation Army (SA) Wisconsin Voluntary Organizations Active in Disaster (WIVOAD)
Federal ESF Coordinating Agencies	Federal Emergency Management Agency (FEMA)

1. Purpose

The purpose of this attachment is to outline a framework and process for supporting local jurisdictions in receiving, preparing, deploying, and tracking volunteers, donated goods, and/or monetary donations when an incident overwhelms local capabilities, or a resource request is made to the SEOC.

2. Scope

2.1 Volunteer Management Definitions

- 2.1.1.1 Affiliated Volunteerism refers to volunteers who are a member or representative of a private voluntary organization that provides disaster response and recovery services to those impacted by disaster.
- 2.1.1.2 Unaffiliated Volunteerism refers to volunteers who are individuals or groups who wish to volunteer but are not associated with a recognized, voluntary organization that provides disaster response or recovery services to disaster survivors. Unaffiliated volunteerism is best managed through a Volunteer Registration Center (VRC), which serves as a point of mobilization and accountability for spontaneous, convergent volunteerism.

2.2 Donations Management Definitions

- 2.2.1 Management of Donated Stuff or Goods are defined as
 - 2.2.1.1 Donated Stuff is the non-monetary, physical materials collected that have yet to be sorted and inventoried as donated goods.



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- 2.2.1.2 Donated Goods are the non-monetary, physical materials that have been properly sorted, inventoried, and prepared for distribution.
- 2.2.2 Monetary donations can be defined as monetary contributions made to an eligible organization or agency to be used in disaster response and recovery activities.
 - 2.2.2.1 All monetary donations should be directed to recognized, private voluntary organizations. For a list of recognized organizations, see member organizations from either the local VOAD or WIVOAD.

3. Concept of Operations

3.1 General

- 3.1.1 This attachment establishes a Volunteer & Donations Coordination Team (VDCT) that may convene during times of disaster to
 - 3.1.1.1 Assess the needs of local jurisdictions requiring support in managing volunteers and donations from the public and the private sector.
 - 3.1.1.2 Develop plans for meeting local volunteer and donations management support needs.
 - 3.1.1.3 Locate and dispatch resources to support local volunteer and donations management efforts.
 - 3.1.1.4 Determine whether there will be a need for federal volunteer or donations management support.

3.2 Mobilization

- 3.2.1 When one or more of the following triggers occur, the State Emergency Operations Center (SEOC) manager may direct the WEM Voluntary Agency Liaison (VAL) to activate the VDCT.
 - 3.2.1.1 SEOC staff anticipates the potential of large numbers of spontaneous volunteers because:
 - (1) The nature of the emergency or disaster is such that there is a high likelihood that there will be a need for large operations such as sandbagging or debris clearance.
 - (2) There is significant media coverage of the incident or event.
 - (3) There are several inquiries from the public seeking information on how to help.
 - (4) Volunteers have begun to converge on the disaster scene.



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- 3.2.1.2 SEOC staff anticipates the potential of large volumes of unsolicited donations because:
- (1) People have evacuated from their homes.
 - (2) There is significant media coverage of the incident.
 - (3) There are inquiries from the public seeking information on how to help.
 - (4) There are donation offers coming from the public and/or private sector.
 - (A) There is evidence of community groups collecting donations.
 - (B) Donations are being left at random locations (e.g. fire stations, nonprofits, police stations, churches).
 - (5) Needs assessment forecasts a significant likelihood that there will be needs best met by solicited donations.
- 3.2.1.3 A local emergency management agency has requested support for either volunteer or donations management.
- 3.2.1.4 A member of the VDCT recommends that the team convene based on actionable and relevant information.

3.3 Organization

- 3.3.1 The VDCT is composed of the primary and support agencies/organizations listed in this attachment, as well as local long-term recovery group representatives as available.

3.4 Volunteer Management System Components for the VDCT

- 3.4.1 The volunteer section of the VDCT
- 3.4.1.1 Assesses the needs of the local volunteer management operation and identifies where state resources may be utilized through creation of a state-level strategy.
 - 3.4.1.2 Provides scaled levels of assistance such as support with public information, technical support, incident management teams, volunteer registries, coordination with other disaster relief organizations, and monitoring potential areas of duplication.
 - 3.4.1.3 Promotes the use of volunteer registries during a disaster, as possible, to ensure prospective volunteers may be matched with volunteer opportunities to meet the needs of disaster-affected communities.
 - 3.4.1.4 Promote scaled levels of assistance and resources with accessible public information, awareness training and technical assistance, and accommodation for marginalized populations



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- 3.4.2 Disaster Information and Referral Services, provided by 2-1-1:
 - 3.4.2.1 Can mobilize as a call center during all-hazards.
 - 3.4.2.2 When appropriate, refer prospective volunteers to the disaster portal of the Volunteer Connection or other active emergency volunteer registries.
 - 3.4.2.3 Provides callers with direction on methods of volunteering.
 - 3.4.2.4 Discourages spontaneous volunteering.
- 3.4.3 Incident management teams (IMT)
 - 3.4.3.1 May be requested to support volunteer management operations in the event there is a delay in the activation/arrival of dedicated voluntary organizations and volunteers
 - 3.4.3.2 May conducts volunteer management operations on behalf of and as authorized by the local jurisdiction in the event of a lack of local volunteer management capability.
- 3.4.4 A volunteer reception center
 - 3.4.4.1 Provides for a site or facility at which to formally register volunteers, including:
 - (1) Reception and orientation
 - (2) Interview and assignment
 - (3) Safety and liability briefing
 - (4) Volunteer verification
 - (5) Assigns volunteers to those operational activities authorized for volunteer responders by the chief elected official and the incident commander.
 - 3.4.4.2 Provides for a Volunteer registry. A number of Wisconsin jurisdictions use an electronic volunteer registry. Some local jurisdictions have no registry in place.
 - (1) Provides prospective volunteers with an opportunity to pre-register to volunteer for disaster response and/or recovery operations.
 - (A) Allows volunteers to identify specific skills and areas of interest.
 - (B) Allows volunteers to specify availability.
 - (2) Provides prospective volunteers with a selection of organizations soliciting volunteers for specific operations.
 - (3) Provides voluntary organizations with a system to recruit volunteers for specific operations.



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3.4.5 Wisconsin Credentialing and Asset Management System (WICAMS) is a resource managed by WEM to provide credentials for authorized volunteers including

- (1) Pre-incident credentialing of established volunteers
- (2) On-site badging at volunteer reception centers

3.5 Donations Management System Considerations for the VDCT

3.5.1 The donations section of the VDCT

- 3.5.1.1 Assesses the needs of the local donations management operation and provides scaled levels of assistance.
- 3.5.1.2 Coordinates closely with outreach workers in the disaster area to identify potential and actual unmet needs.
- 3.5.1.3 Provides a list of organizations accepting donations to the Public Information Officer (PIO).
- 3.5.1.4 Develops a strategy for disposing of unneeded received donations.
- 3.5.1.5 Standardizes and facilitates the delivery of all messaging related to donations management operations.
- 3.5.1.6 Coordinates through the WEM region directors and in conjunction with local officials to establish a location to receive and manage donated goods.
- 3.5.1.7 Coordinates with other disaster relief organizations to identify potential and actual unmet needs to avoid duplication of benefits.
- 3.5.1.8 Convenes in support of local donations management operations, as needed.

3.5.2 Disaster Information and Referral Hotline

2-1-1 Wisconsin provides disaster information and referral services.

- 3.5.2.1 Directs callers to the ReadyWisconsin homepage, which provides specific instructions for all types of donations and preparedness information.
- 3.5.2.2 Discourages offers of items that are not needed.
- 3.5.2.3 Wisconsin 2-1-1 can provide assistance with information dissemination regarding donations.

3.5.3 Control checkpoints are recommended for all donations management activities for the following reasons.

- 3.5.3.1 Physical inspection of donations shipments should be conducted to ensure



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- (1) Goods are verified needs in the relief/recovery effort.
 - (2) Goods are in usable condition.
- 3.5.3.2 Shipments may be directed to designated warehouses/staging areas.
- 3.5.3.3 Shipments of unneeded or unusable goods may be redirected.
- 3.5.4 Regional warehouses are recommended for all donations management activities (pending scale of activities) for the following reasons.
 - 3.5.4.1 Reception, unloading, sorting, inventory, and packaging of donated goods may take place in a separate and secure environment.
 - 3.5.4.2 Appropriate donations may be deployed to designated distribution centers.
- 3.5.5 Distribution centers, or points of distribution, are recommended for all donations management activities (pending scale of activities) for the following reason. ESF 6 Attachment 2 may be referenced for more information about points of distribution.
- 3.5.6 Incident management teams (IMTs)
 - 3.5.6.1 May provide support to donations management operations.
 - 3.5.6.2 Initiate donations management operations in the event there is a delay in the activation/arrival of dedicated donations management organizations and personnel.
- 3.5.7 Wisconsin Recovery Task Force (WRTF) –Health and Social Services Sub-Committee
 - 3.5.7.1 Initiates early and ongoing needs assessment and maintains exchange of such information with the VDCT.
 - 3.5.7.2 Provides guidance and support to local long-term recovery task forces in developing equitable systems (case management) for distribution of donated goods and funds.
- 3.5.8 WIVOAD
 - 3.5.8.1 Provides guidance and support to counties/tribes in managed distribution of donated resources.
 - 3.5.8.2 Provide Coordination of Voluntary Organizations that are not directed by planning efforts
 - 3.5.8.3 Facilitate Communication amongst volunteers and voluntary organizations responding during emergency scenarios.
 - 3.5.8.4 Provide Technical assistance and guidance to Local Emergency Management, as requested and available.



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- 3.5.8.5 Provide support to the development and maintenance of long-term recovery planning efforts.



4. Agency Responsibilities

4.1 Primary Agency – Wisconsin Emergency Management

Table 3-1: Primary Agency Functions

Agency	Functions
Wisconsin Emergency Management	Volunteer and Donations Coordinator The WEM VAL will fulfill the volunteer and donations coordinator responsibilities. <ul style="list-style-type: none">• Chair the VDCT.• Represent the team in all SEOC coordination activities.<ol style="list-style-type: none">1. Communicate needs identified in the SEOC to the VDCT for procurement.2. Communicate policy decisions to the VDCT.• Coordinate with ESF 15 regarding media releases about unsolicited goods and services.• Assist state and local officials in identifying needed and unneeded donations.• Serve as liaison to other affected local governments and to other state agencies in matters related to donations management.• As necessary, coordinate with the SEOC manager and the Resource Support section to identify and mobilize state agency staff to provide supplemental support to local and voluntary organization efforts to manage and operate donations management facilities.• Coordinate with 2-1-1 Wisconsin, as applicable, to provide them with the most current information for the public.• Communicate and coordinate with the FEMA donations coordinator.• Participate in all coordination meetings with FEMA VALs.• Consider requesting FEMA, Corporation for National and Community Service (CNCS), or Emergency Management Assistance Compact (EMAC) assistance if VDCT demands become unmanageable with available staff.
	Public Information Officer <ul style="list-style-type: none">• Develop press releases and public service announcements pertaining to volunteer and donations management.• Provide an immediate ReadyWisconsin web message to direct prospective donors to the most appropriate methods of donating.• Coordinate the development and release of all information related to volunteer and donations management, in conjunction with the affected local jurisdictions, the VDCT, relevant state agencies, relevant voluntary organizations, and FEMA, as appropriate.• Serve as the primary state point of contact for the media on all matters pertaining to volunteer and donations management.



4.2 Wisconsin Governmental Support Agencies

Table 3-2: State Government Support Agencies Functions

Agency	Functions
Department of Health Services	<ul style="list-style-type: none">• Provide support in disseminating information about the availability of donated goods in the disaster area.• Maintain Health and Medical volunteers through the Wisconsin Emergency Assistance Volunteer Registry (WEAVR) including Medical Reserve Corps• Liaise with Aging and Disability Resource Centers (ADRC) and Independent Living Centers (ILC) as needed about volunteer and donations needs and access issues• Serve as subject matter expert on access and functional needs considerations related to volunteer and donations management• Ensure a DHS representative is present when the VDCT is convened• Contact Bureau of Aging and Disability Resource (BADR) to operationalize ILCs and ADRCs during an emergency response, as federally mandated, to meet the needs of older adults and people with disabilities.• Liaise the Office for the Promotion Independent Living (OPIL), WisTech about providing assistive technology (Wisconsin AT4ALL), durable medical equipment, and environmental adaptive equipment for individuals with disabilities• Contact OPIL for the request in needing assistance with interpreting services, American Sign Language (ASL).
Department of Administration	<ul style="list-style-type: none">• Provide support to access public/state-owned facilities for warehousing of donated goods and/or distribution of donated goods.• Ensure a DOA representative is present when the VDCT is convened, as needed.



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Agency	Functions
Department of Transportation	<ul style="list-style-type: none"> • Expedite, as appropriate, the routing of incoming loads of donated goods relative to: <ol style="list-style-type: none"> 3. Road closures 4. Load limits 5. Fee waivers • Provide support in establishing checkpoints for incoming loads of donated goods, as necessary. • Ensure a DOT representative is present when the VDCT is convened, as needed. • Support direction of incoming loads of donated goods to staging areas/warehouses through: <ol style="list-style-type: none"> 6. Direct communication with haulers 7. Reader boards
Wisconsin National Guard	<ul style="list-style-type: none"> • Support from the Wisconsin National Guard, regardless of the mission set, needs to be requested by an authorized requestor (i.e., City Mayor, Village President, Town Chair, County Sheriff, US Marshal, or other State Agency), coordinated through Wisconsin Emergency Management, and approved by The Adjutant General. • Provide assistance with transportation of donated goods • Provide assistance with registration of spontaneous volunteers • Provide site security at warehouses and/or distribution sites • In qualified circumstances, provide temporary use of Readiness Centers (i.e. armories) for management of donated goods • Provide a representative to the VDCT when requested.

4.3 Non-Governmental Support Agencies

Table 3-3: Non-Governmental Support Agencies Functions

Agency	Functions
2-1-1 Wisconsin / United Way of Wisconsin	<ul style="list-style-type: none"> • When requested by the SEOC and agreed upon by 2-1-1 Wisconsin, establish and oversee a central phone number and call center to respond to inquiries concerning volunteers and donations. • Swiftly communicate public messaging information received from WEM to all call centers to enable accurate and consistent messaging. • Serve as an active member of the VDCT.
Adventist Community Services	<ul style="list-style-type: none"> • Serve as subject matter expert on donations goods management for VDCT. • When requested by the SEOC and agreed upon by ACS:



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Agency	Functions
	<p>8. Execute donations management system to coordinate receipt, inventory, and distribution of in-kind donations.</p> <p>9. Facilitate direction of donated offers to response agencies and/or the affected population.</p> <ul style="list-style-type: none">• Manage and oversee a multi-agency warehouse when requested by the SEOC to facilitate distribution of food, clothing, water, and other needed items.• Assist in developing procedures for managing unsolicited, undesignated donations received through the VDCT.
American Red Cross	<ul style="list-style-type: none">• Provide support with the solicitation and distribution of goods.• Serve as a subject matter expert and active member of the VDCT.
The Salvation Army	<ul style="list-style-type: none">• Provide direct support to ACS with staff and volunteers for donations management activities.• Provide support in solicitation, receipt, inventory, and distribution of donated food and grocery products.• Serve as a subject matter expert and active member of the VDCT.
WIVOAD	<ul style="list-style-type: none">• Provide leadership in supporting jurisdictions that directly receive donated cash.• Provide overall coordination necessary to expeditiously access the resources of WIVOAD member agencies.• Facilitate communication between the VDCT and WIVOAD member agencies, including requests for assistance.• Provide help in acquiring volunteers.• Provide support to WI Long-Term Recovery Committee.

5. Supporting Documents

5.1 Appendices

- 5.1.1 Sample PIO Talking Points
- 5.1.2 Agreement between the Wisconsin Department of Military Affairs, Division of Emergency Management and Adventist Community Services for Managing Donated Goods in the Event of a Declared Disaster

5.2 References

- 5.2.1 Wisc. Stat. §§ 323.45, 323.41(3), 187.33, 895.51
- 5.2.2 NRF Volunteer and Donations Management Support Annex
- 5.2.3 FEMA Disaster Assistance Policy 9525.2, Donated Resources
- 5.2.4 WIVOAD Community Long-Term Recovery Guidance



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Appendices



6. Appendix A. Sample PIO Talking Points

6.1 Donations

- 6.1.1 PLEASE – DO NOT GO TO THE SCENE OF A DISASTER.
- 6.1.2 Cash donations are best.
 - 6.1.2.1 Please give directly to a recognized, trusted voluntary disaster relief organization.
 - 6.1.2.2 Cash donations provide relief organizations the ability to purchase supplies and resources needed by survivors, and the community.
 - 6.1.2.3 PLEASE – Do not donate items that are not requested. Excess donations are extremely labor-intensive and time-consuming to manage. Excess Donations can lead to a Disaster within a Disaster.
- 6.1.3 WAIT – Please be patient. Many times, donations are not needed until several days or weeks after the disaster. This is when recovery efforts are underway, and requests for donations are most likely to be needed.
- 6.1.4 FOR MORE INFO – Go to www.ready.wi.gov to find out how to give money or volunteer; call 2-1-1 or go to wivoad.org for information about what current unmet needs might exist for both Volunteer and Donations Management.

6.2 Volunteers

- 6.2.1 PLEASE – DO NOT SELF-DEPLOY TO THE SCENE OF A DISASTER
- 6.2.2 STAY SAFE - Volunteer with a recognized, trusted volunteer agency; for a list of those organizations please visit wivoad.org.
 - 6.2.2.1 The arrival of unexpected volunteers will interfere likely with the response efforts and can present major safety concerns.
 - 6.2.2.2 Disaster sites with controlled access will not allow unregistered volunteers into the disaster site.
- 6.2.3 WAIT - Volunteers will be needed through long-term recovery efforts. Please be patient and register with relief agencies that can train you and use your help.
- 6.2.4 FOR MORE INFO – Go to www.ready.wi.gov to find out how to give money or volunteer; call 2-1-1 or go to wivoad.org for information about what current unmet needs might exist for both Volunteer and Donations Management.



7. Appendix B. Adventist Community Services Agreement

An updated Agreement was signed between Adventist Community Services (ACS) and Wisconsin Emergency Management (WEM) in October 2024.



Attachment 2

Points of Distribution Guidance

***Points of Distribution
Guidance***



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Wisconsin Emergency Response Plan Points of Distribution Guidance

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Table 1-1: Support Organizations

Primary Agency	Wisconsin Emergency Management (WEM)
Wisconsin Governmental Support Agencies	Department of Health Services (WI DHS) Department of Transportation (WisDOT) Wisconsin National Guard (WING)
Non-Governmental Support Organizations	United Way of Wisconsin / 2-1-1 Wisconsin Adventist Community Services (ACS) American Red Cross The Salvation Army (SA) Wisconsin Voluntary Organizations Active in Disaster (WIVOAD)
Federal ESF Coordinating Agencies	Federal Emergency Management Agency (FEMA)

1. Purpose

The purpose of this attachment is to outline a framework and process for supporting local jurisdictions in receiving, preparing, distributing, and tracking emergency food, water, and supplies and/or donated goods when an incident overwhelms local capabilities, or a resource request is made to the SEOC.

2. Scope

2.1. Point of Distribution definition

- 2.1.1. A Point of Distribution is a central location for distribution of emergency supplies and/or donated goods to survivors.
- 2.1.2. Larger points of distribution, types 1 and 2, could be used to serve multiple jurisdictions.
- 2.1.3. If it is necessary to cover multiple jurisdictions:
 - 2.1.3.1. Multiple Distribution centers may be established; or
 - 2.1.3.2. Larger, multi-jurisdictional, distribution centers may be necessary to increase efficiency and limit the amount of staff-time and volunteer-time needed for distribution missions.
- 2.1.4. Operations, including manpower and equipment, are the responsibility of each county or tribe.

2.2. Staging area definitions

- 2.2.1. Staging areas are sites where donated goods and emergency supplies are delivered then further disseminated to Warehouses or directly to Points of Distribution.
- 2.2.2. Staging areas are ideally identified before a disaster or emergency occurs. Pre-identified staging areas may be owned or contracted.



2.3. Warehousing definition

- 2.3.1. A warehouse is a site where donated goods and emergency supplies are sorted, inventoried, palletized, and stored awaiting transfer to the distribution centers.
- 2.3.2. Warehousing is often supported by nonprofit organizations such as Adventist Community Services (ACS). ACS is the primary warehousing partner for the State of Wisconsin (see ESF 6 Attachment 1 Volunteer and Donations Management for more information).

2.4. Response to Recovery

- 2.4.1. Distribution of emergency supplies and donated goods should begin during the response phase following a disaster or emergency.
- 2.4.2. Distribution may continue through long-term recovery, based on unmet needs of disaster-affected survivors. The transition into recovery should not explicitly dictate the end of distribution of emergency supplies and donated goods.
- 2.4.3. Donated goods and supplies that may be distributed using a POD may look different during the recovery phase, such as items for rebuilding and other long-term recovery missions.



3. Planning Assumptions

- 3.1.1. The need for Points of Distribution, as well as the management of POD, is the responsibility of the county, tribe, or local government. Should the ability of the county or tribe to organize and manage a POD be exceeded, a request may be made to the state for support.
- 3.1.2. POD Guidance can be applied to incidents that affect any local Wisconsin jurisdiction that seeks to distribute donated goods and/or emergency supplies but may not have the capacity to do so.
- 3.1.3. This attachment focuses on one distribution model for donated goods and emergency supplies. Overall resource management is addressed in ESF 7 Resource Support and donations management is addressed in ESF 6 Attachment 1 Volunteer and Donations Management.

4. Staging Areas

4.1. State Staging Areas

- 4.1.1. The state may stand up one or more state staging areas for the receipt and distribution of resources to local units of government, tribal nations, and state agencies.
- 4.1.2. The state may use existing public facilities or contract with the private sector for state staging.
- 4.1.3. The following locations have been identified as potential state staging areas, pending availability:
 - 4.1.3.1. Mitchell Field, 128th Refueling Wing, Air National Guard. Milwaukee, WI.
 - 4.1.3.2. Fort McCoy, U.S. Army Reserve Installation. Sparta, WI.
 - 4.1.3.3. Volk Field Air National Guard Base. Camp Douglas, WI.
 - 4.1.3.4. Salvation Army Warehouse in Milwaukee, WI.
- 4.1.4. Other Wisconsin State facilities might be used as state staging areas on an as needed basis.

4.2. Local Staging

- 4.2.1. Counties or tribes may stand up one or more state staging areas for the receipt and dissemination of resources to local Points of Distribution. Should the ability to do so be exceeded, partners identified in this attachment may be available to support identification of staging areas or state staging areas may be used.
- 4.2.2. Tribal, County, and other local government should use a preidentified, existing public facility or contract with the private sector for procurement of staging areas. If staging areas are not procured before a disaster and the ability to identify a staging area is



exceeded, state staging areas may be used, or partner agencies identified in this attachment may support identification of local staging areas.

5. Point of Distribution Operations

The following areas are important considerations for the successful operation of a POD, whether it be locally led or state led.

5.1. Partnerships

- 5.1.1. A partnership between the community and county or tribe is essential for the establishment of a successful distribution system that serves the public in their time of need. Should the county or tribe need assistance in managing a POD, the Human Services Lead in the SEOC may be contacted or a resource request may be entered in WebEOC.
- 5.1.2. Organizations such as schools, churches, vacant “big box” stores, et cetera may have very large parking areas that work well for a smaller distribution site (see Section 8 for layout options). If requested, partners identified in this attachment may work with the county or tribe to identify a suitable POD location.
- 5.1.3. The WIVOAD and Business Emergency Operations Center (BEOC) are statewide networks of partner organizations that may have expertise to assist with resource management and procurement. See ESF 6 Attachment 1 Volunteer and Donations Management Plan for more information.

5.2. Size and Scale

- 5.2.1. Not all state-led or supported PODs will be activated during a response to an emergency or disaster. State-led or supported PODs will only be considered should a request be submitted by counties or tribes for assistance.
- 5.2.2. It may be determined that a pre-identified POD site is not usable due to debris, flooding, or damage on site.
- 5.2.3. PODs will operate only during daylight hours for security and safety purposes.
- 5.2.4. A county or tribe may ask for volunteers to sign up at a Volunteer Reception Center to work in the PODs; the Volunteer and Donations Management Coordination Team (VDCT) and partners identified in this attachment may support this effort.



5.3. POD Manager

A POD manager is a key role that must be identified. If the county or tribe requesting support from the state are unable to identify an individual who may meet the responsibilities below, partners identified in this attachment may assist in filling this role.

- 5.3.1. A POD manager should maintain communications with the SEOC, local EOC, and Incident Command.
- 5.3.2. A POD manager should coordinate with other agency representatives and liaisons as appropriate and necessary.
- 5.3.3. Additional resource requests should be submitted by the POD Manager to the EOC or SEOC, daily. Also, any special requests for the next operational period deliveries.
- 5.3.4. POD Managers are responsible for verifying the load quantity, signing delivery documents, and ensure proper routing for financial record keeping.

5.4. Commodity Orders

Procurement and delivery of resources for the successful operation of a POD is the responsibility of the county or tribe. Should the county or tribe require support, the state may be requested to assist with the items mentioned in this section, as well as Sections 5.5 – 5.9.

- 5.4.1. As requested, the SEOC Resource Support Section will work with partners identified in this attachment, local vendors, the Wisconsin Emergency Management Regional Director (WEM RD), or other logistics contractors to identify the material and resources needed for response and recovery efforts to support counties and tribes as needed.
- 5.4.2. Once PODs are in full operation, deliveries to resupply should be made during the evening, and staged for morning distribution.
 - 5.4.2.1. By default, delivery times will be scheduled between 7:00pm and 7:00am unless otherwise requested.
 - 5.4.2.2. Daytime deliveries should only be made during emergencies because this may stop all distribution operations while trucks arrive and are offloaded (pending schedules of delivery trucks, POD layout, and staffing).
 - 5.4.2.3. Each POD should have a POD Kit on site to support the initial setup. Table 14-1 in Section 8 provides an example of what may be included in a Type-IV Pod Kit.
- 5.4.3. The county or tribe is responsible for having adequate staff and material handling equipment to unload the delivery trailer; however, if the ability to provide staff or volunteers is exceeded, partners identified in this attachment may provide assistance.
- 5.4.4. Trailers should be unloaded within an hour after arrival.
- 5.4.5. Ice will be delivered in refrigerated trailers; no provisions are made for refrigerated trailers to remain at POD locations. Ice must be offloaded immediately.



5.5. Scheduling

- 5.5.1. Establishment of a POD is recommended if distribution of emergency supplies and/or donated goods is needed for 72 or more hours, due to the level of resources, personnel, and equipment that must be allocated and deployed in support of the POD.
- 5.5.2. To ensure consistent operations over the 72-hour period, maintaining a roster of staff and/or volunteers is necessary. Completed or updated rosters should be shared with the EOC and/or SEOC.

5.6. Daily Inventory

- 5.6.1. A daily inventory is required to maintain oversight and situational awareness of the POD inventory.
- 5.6.2. Staff or volunteers must ensure that the daily inventory is completed before the end of business.
- 5.6.3. It is important to review the items entered in the daily inventory for obvious errors and/or discrepancies. Reconciling the inventory report to ensure accuracy is key to overall success of the POD.
- 5.6.4. Documentation of the daily inventory should be provided to the EOC and/or SEOC at the end of business, or as requested.

5.7. Staff Supervision

- 5.7.1. POD supervisors will maintain general chain-of-command supervisory oversight of the subordinate staff.
- 5.7.2. Staff supervision is required to resolve any staff conflicts and ensure that staff is on-hand to accomplish the daily mission(s).
- 5.7.3. Staff supervisors set work schedules. If the work schedules are to be significantly altered, notify the EOC and/or SEOC.

5.8. Demobilization Considerations

- 5.8.1. Demobilization of a POD site will depend on the following factors:
 - 5.8.1.1. Actual commodity requirements
 - 5.8.1.2. Burn Rates (how much of an item is being consumed) based on actual distribution levels.
 - 5.8.1.3. Adjusted levels for each commodity (water, ice, MREs, tarps) to ensure critical commodity levels do not fall below 1.5 days (or 36 hours) of on hand inventory.
 - 5.8.1.4. Local businesses reopening
 - 5.8.1.5. Power restoration
 - 5.8.1.6. Degree of damage and residential occupancy



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5.8.1.7. Financial assistance

5.8.1.8. Resource availability

5.9. Other Considerations

- 5.9.1. Site security needs should be reviewed with the facility provider and the EOC and/or SEOC. Ensure adequate measures are in place (e.g., fencing, cameras, alarms, on-site security), if necessary.
- 5.9.2. Site should be physically accessible and follow Americans with Disabilities accessibility standards for delivery of emergency services and physical space.
- 5.9.3. Leave POD site clean and organized at the end of each day's operations.

6. Layout

Successful operation of a POD depends on an appropriate layout that will allow ease of organization and flow. Should the county or tribe need technical assistance or support in creating a suitable POD layout, partners identified in this attachment may be available to assist.

- 6.1.1. The proper layout of loading points can ensure a smooth and efficient flow through the POD.
- 6.1.2. Each loading point should be approximately 80 feet by 40 feet.
 - 6.1.2.1. These dimensions are a guide to be adjusted according to the size and quantity of commodities being distributed.
 - 6.1.2.2. If only distributing water and food, the loading point could be smaller.
- 6.1.3. Pallets of commodities must be separated before being disseminated through Points of Distribution.
- 6.1.4. Traffic cones are used to guide citizens through the POD. Cones should create a lane that is 12 feet wide. It is recommended that cones not be placed more than 20 feet apart.
- 6.1.5. More information about suggested layouts may be found in Section 8: POD Reference Documents.



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7. Agency Responsibilities

7.1. Primary Agency – Wisconsin Emergency Management

Table 7-1: Primary Agency Functions

Agency	Functions
Wisconsin Emergency Management	<p>Human Services Group Lead</p> <ul style="list-style-type: none">• Chair the VDCT and coordinate relevant information about state-led or supported POD.• Coordinate with ESF 15 regarding media releases about state-led or supported POD.• Assist local officials in identifying unmet needs in the survivors' community.• If the SEOC is not activated, serve as liaison to affected local governments and to other state agencies in matters related to need for state-led or supported POD.• As necessary, coordinate with the SEOC manager and the Resource Support Section to identify and mobilize state agency staff to provide supplemental support to local and voluntary organization efforts to manage and operate state-led or supported POD.• Coordinate with 2-1-1 Wisconsin, to provide them with the most current information related to state-led or supported POD for the public.• Participate in all coordination meetings with FEMA Voluntary Agency Liaisons (VAL) <p>Public Information Officer</p> <ul style="list-style-type: none">• Coordinate the development and release of all information related to state-led or supported POD, in conjunction with the affected local jurisdictions, the VDCT, relevant state agencies, relevant voluntary organizations, and FEMA, as appropriate.• Serve as the primary state point of contact for the media on all matters pertaining to state-led or supported POD.



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7.2. Wisconsin Governmental Support Agencies

Table 7-2: State Government Support Agencies Functions

Agency	Functions
Department of Health Services	<ul style="list-style-type: none">• Provide support in disseminating information about the availability of donated goods and emergency supplies in the disaster-affected area.• Contact with Bureau of Aging and Disability Resource (BADR) to operationalize Independent Living Centers (ILCs) and Aging and Disability Resource Centers (ADRC)s, as federally mandated, to meet the needs of older adults and people with disabilities during emergencies and natural disasters.• Contact BADR to contact the WisTech Program to assist with connect people with replacement assistive technology and durable medical equipment that may be damaged or need to be loaned in an emergency.• Provide technical assistance to ensure POD sites are accessible and inclusive (i.e. using Functional Assessment Service Team and BADR's Office for the Promotion of Independent Living [OPIL]).
Department of Transportation	<ul style="list-style-type: none">• Expedite, as appropriate, the routing of incoming loads of donated goods and emergency supplies to state-led or supported POD relative to:<ul style="list-style-type: none">○ Road closures○ Load limits○ Fee waivers• Provide support in establishing checkpoints for incoming loads of donated goods and emergency supplies, as necessary.• Support direction of incoming loads of donated goods and emergency supplies from staging areas/warehouses to state-led or supported POD through:<ul style="list-style-type: none">○ Direct communication with haulers○ Message signs (Mobile and Fixed)
Wisconsin National Guard	<ul style="list-style-type: none">• Upon request, and approval from the Governor:<ul style="list-style-type: none">○ Assist with transportation and distribution of donated goods and emergency supplies from staging areas and/or warehouses to POD locations.○ Assist with registration of spontaneous volunteers involved in distribution of donated goods and emergency supplies.○ Provide site security at POD sites.



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Agency	Functions
	<ul style="list-style-type: none"> ○ In qualified circumstances, facilitate temporary use of Readiness Centers (i.e. armories) for management and/or distribution of donated goods and emergency supplies.

7.3. Non-Governmental Support Agencies

Table 7-3: Non-Governmental Support Agencies Functions

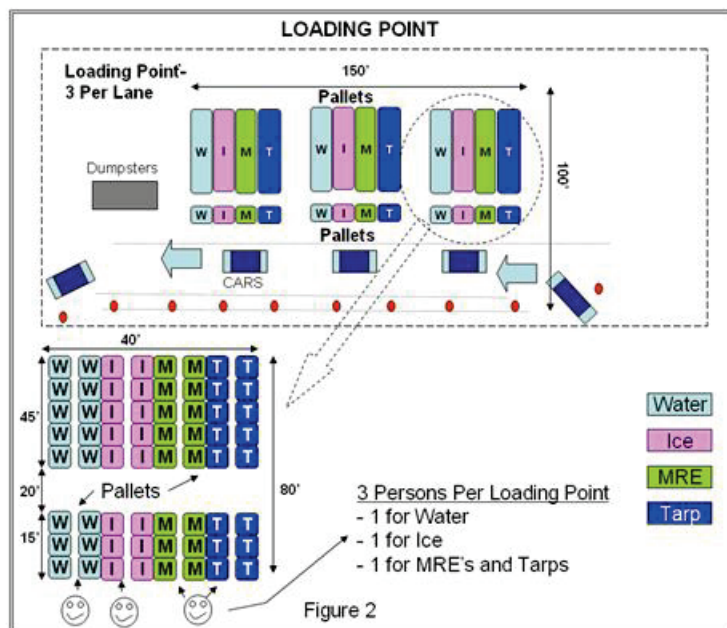
Agency	Functions
2-1-1 Wisconsin / United Way of Wisconsin	<ul style="list-style-type: none"> ● Establish and oversee a central call center to respond to inquiries concerning state-led or supported POD. ● Swiftly communicate public messaging information received from WEM and other partners about state-led or supported POD to all call centers to enable accurate and consistent messaging.
Adventist Community Services American Red Cross The Salvation Army	<ul style="list-style-type: none"> ● Provide technical assistance and guidance on distribution of donated goods and emergency supplies at state-led or supported POD. ● As requested and available, provide trained volunteers to participate in state-led or supported POD. ● As requested and available, provide equipment and trained operators to use at state-led or supported POD.
WIVOAD	<ul style="list-style-type: none"> ● Provide leadership and guidance in supporting jurisdictions that request technical assistance or support with POD. ● Provide overall coordination necessary to expeditiously access the resources of WIVOAD member agencies. ● Facilitate communication between WIVOAD member agencies, including requests for assistance. ● Provide help in soliciting volunteers to assist at POD (either locally led or state-led)



8. POD Reference Documents

8.1. Type 1 Distribution Point

Figure 8-1: Type 1 Loading Point





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Figure 8-2: Type 1 Distribution Point

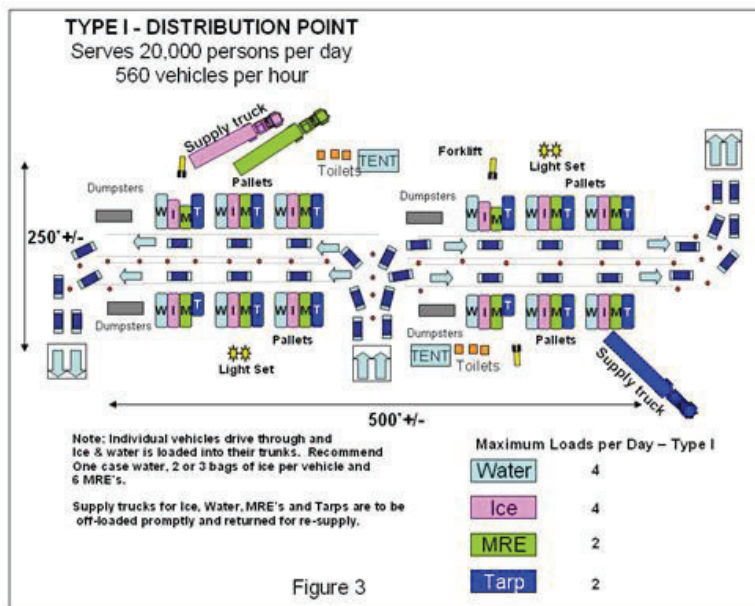


Figure 8-3: Type 1 Resources Needed

**Type I Distribution Point
Resources Required**

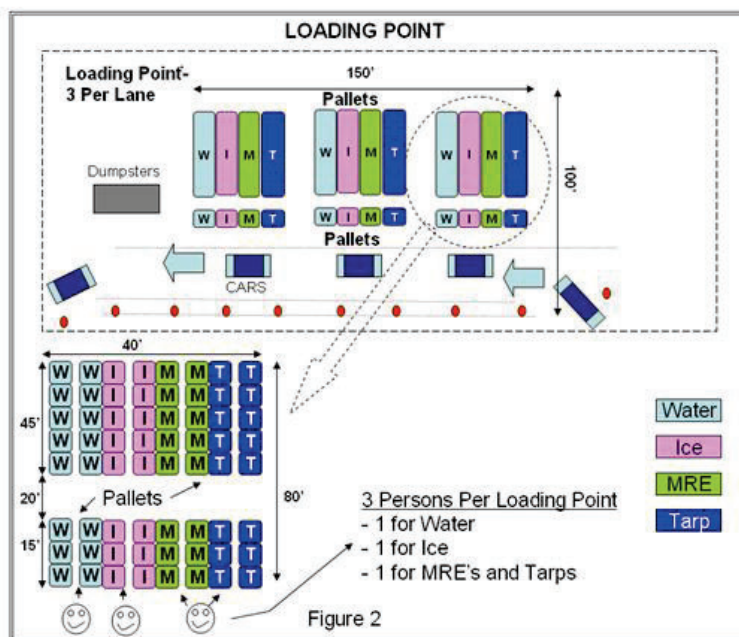
Type I Distribution Point					
Manpower				Equipment	
Type		Day	Night	Type	Number
Local Responsibility	Manager	1	0	Forklifts	3
	Team Leader	2	1	Pallet Jacks	3
	Forklift Operator	2	3	Power Light Sets	2
	Labor	57	4	Toilets	6
	Loading Point	36		Tents	2
	Back-up Loading PT	18		Dumpsters	4
	Pallet Jacks Labor	3		Traffic Cones	30
Totals		70	9	Two-way radios	4
Others	Law Enforcement	4	1		
	Community Rel.	4	0		
Grand Total		78	10		

Figure 4



8.2. Type 2 Distribution Point

Figure 8-4: Type 2 Loading Point





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Figure 8-5: Type 2 Distribution Point

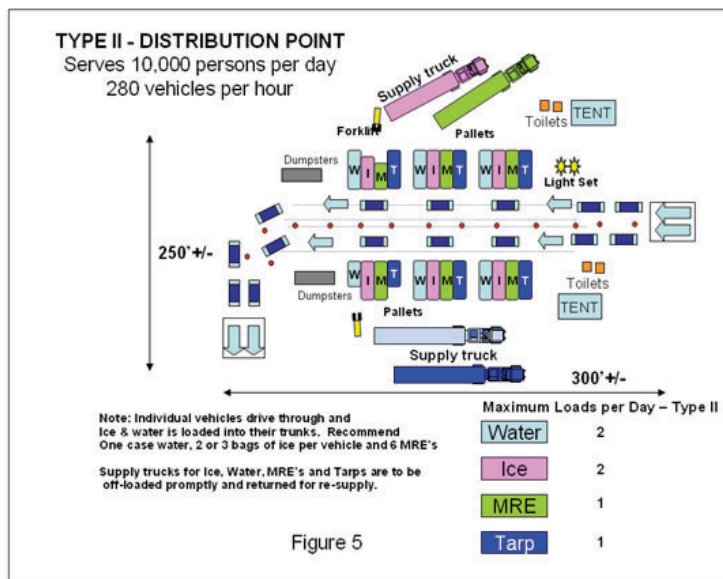


Figure 8-6: Type 2 Resources Required

Type II Distribution Point Resources Required					
Type II Distribution Point					
Manpower				Equipment	
Type		Day	Night	Type	Number
Local Responsibility	Team Leader	1	0	Forklifts	2
	Forklift Operator	1	2	Pallet Jacks	2
	Labor	28	3	Power Light Sets	1
	Loading PT	18		Toilets	4
	Back-up Loading PT	9		Tents	2
	Pallet Jacks Labor	1		Dumpsters	2
Totals		30	5	Traffic Cones	15
Others	Law Enforcement	2	1	Two-way radios	0
	Community Rel.	2	0		
Grand Total		34	6		

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8.3. Type 3 Distribution Point

Figure 8-7: Type 3 Loading Point

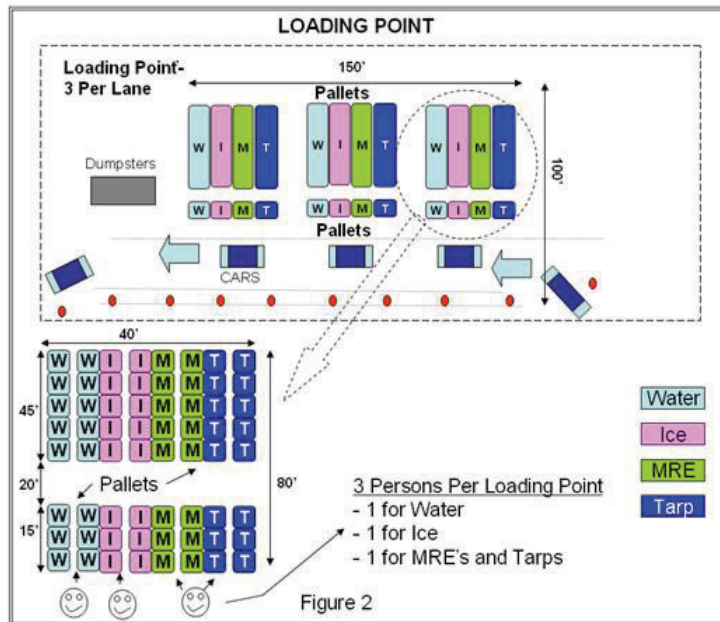
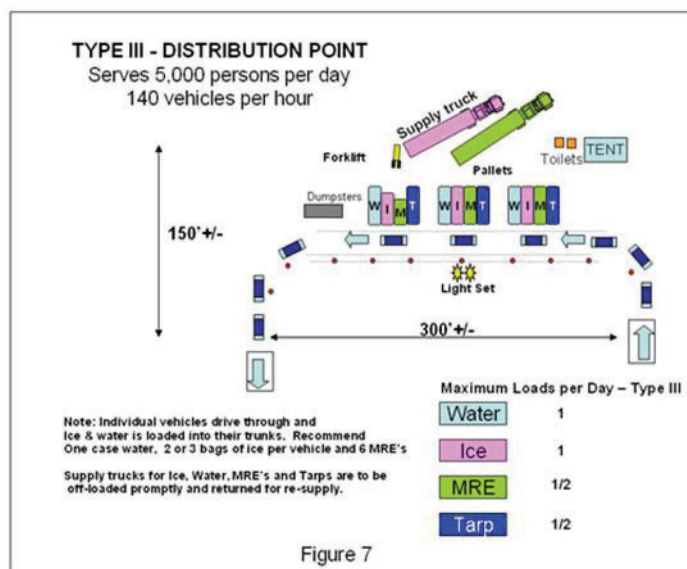


Figure 8-8: Type 3 Distribution Point





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Figure 8-9: Type 3 Resources Required

Type III Distribution Point Resources Required					
Manpower				Equipment	
Type		Day	Night	Type	Number
Local Responsibility	Team Leader	1	0	Forklifts	1
	Forklift Operator	1	1	Pallet Jacks	1
	Labor	14	2	Power Light Sets	1
	Loading PT	9		Toilets	2
	Back-up Loading PT	4		Tents	1
	Pallet Jacks Labor	1		Dumpsters	1
	Totals	16	3	Traffic Cones	10
Others	Law Enforcement	2	1	Two-way radios	0
	Community Rel.	1	0		
Grand Total		19	4		

Figure 8



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8.4. Site Setup Checklist

Figure 8-10: Basic POD Site Setup Checklist

POD Site Setup Checklist				
POD Manager: _____				
Location: _____				
OPERATIONAL PERIOD FROM: _____ TO _____				
		Yes	No	Remarks
1	Team Members Arrived			
2	Site hazard assessment complete			
3	Communications established with WEM			
4	Inspect POD kit			
5	Determine the location of the Supply, Loading, and Vehicle lines.			
6	Establish/mark port-john location			
7	Establish/mark dumpster location			
8	Establish/mark cantonment area (if applicable)			
9	Establish break/rest area			
10	Setup traffic cones in accordance with POD Type guidance			
11	Verify ingress/egress markings, spacing, traffic cones, signage, et cetera			
12	Inventory volunteers/staff			
13	Assign staffing positions			
14	Develop shift schedule			
15	Distribute PPE (gloves, vests, et cetera)			
16	Conduct safety briefing			
17	Receive dumpster			
18	Receive pallet jack			
19	Receive first supply			
20	Notify POD Coordinator or WEM that the POD is ready for opening.			
21	Post signage no less than 30 minutes before opening.			
22	Open POD			
23	Notify WEM that the POD is open			
Other Remarks:				
POD Manager Initials: _____ Date: _____				



8.5. Type IV POD Kit

Table 8-1: Basic POD Kit

Type-IV POD Kit – 1 Loading Area	
Quantity	Item
1	96-gallon Storage Container, wheeled (for kit)
16	Pairs of leather work gloves
32	Pairs of eye protection
4	Rolls of duct tape
18	Battery-powered (D-Cell) flashlights
36	D-Cell batteries
1	POD signage set: POD Ahead; Open; Closed; Enter; Exit; Do Not Enter; Loading Point
1	Office supplies kit: Paper, pens, markers, poster board, etc.
2	First Aid kits
12	36" reflective cones
16	Hard hats
16	Chem-lights (glow sticks)
8	Medium back support belts
8	Large back support belts
8	XL-large back support belts
2	5lb fire extinguisher
1	Light set
2	Rest tent
2	Port-a-john
1	Dumpster