



# West Virginia

## West Virginia Emergency Management Division

### Distribution Management Plan (DMP) Evaluation

**Submission Received: September 2023**

### Results and Analysis Report (November 2023)

Federal Emergency Management Agency Region 3  
615 Chestnut St  
Philadelphia, PA 19106



**FEMA**

## Executive Summary

FEMA Region 3 analyzed and provided feedback on West Virginia Emergency Management Division (WVEMD)'s Distribution Management Annex submitted as part of the Emergency Management Preparedness Grant's (EMPG) Distribution Management Plan requirements.

This analysis report includes the baseline assessment sheet, a detailed assessment from the Regional Logistics Branch based on distribution management plan core competencies, recommended actions with technical assistance opportunities from FEMA Region 3, and an overview of reporting requirements from FEMA Grants. An annex detailing FEMA Technical Assistance options is included in the end.

Based on the review of the 2023 West Virginia Distribution Management Annex the submission received a **Tier 3: Received, technical assistance and action plan needed**. With this rating, the West Virginia Emergency Management Division (WVEMD) will need to show progress on their Support Annex 9 Distribution Management by the end of the EMPG reporting cycle. The updated documents must be submitted to FEMA Region 3 no later than September 30, 2024. Failure to do so may affect eligibility for EMPG award funding. This is an iterative process and FEMA Region 3 will continue to support states as they acquire real-world lessons learned and make improvements to their plans on a cyclical basis.

### Top Improvement from Previous Submission

The top opportunity for improvement from last year's submission was the Commodity-Point of Distribution (C-POD) Guide. Since the 2022 submission, the C-POD Guide was finalized and included in the 2023 submission. This guide is a great complement to the DMP, as it allows SLTT partners a systematic process for creation of a C-POD plan. The detailed steps are derived from lessons learned, tips, and helpful hints when developing an integrated plan for communities. FEMA Region 3 would also like to note the addition of the distribution of commodities after leaving the warehouse and staging areas. This was an additional opportunity of improvement that WVEMD successfully completed.

### Top Opportunity for Improvement

The top identified opportunity for improvement for WVEMD's DMP is to conduct a tabletop exercise with state, local, and Non-Governmental Organizations (NGO) partners. Conducting an exercise provides a vital role in preparedness in a community. Exercises, especially a tabletop exercise, allow participants a low-risk, low-stress environment to which can assist them in familiarizing partners with roles and responsibilities. The result of the exercise not only identifies strengths and areas for improvement, but help strengthen the whole community as they prevent, protect, mitigate, respond and recover from disasters.

# Baseline Assessment

## Distribution Management Plan Evaluation Sheet Baseline Assessment<sup>2</sup> – 2023 Submission

Region:            1            2            3            4            5            6            7            8            9            10

State/Territory:            West Virginia            Revid by:            Region 3 Panel

Date Received:            September 30, 2023            Date Reviewed:            October 27, 2023

No.	Question	Rating		Comment
		Yes	No	
1	Did the EMPG recipient submit a Distribution Management Plan?	X		
2	Does the plan address all seven components—Define Requirements; Order Resources; Distribution Methods; Inventory Management; Transportation; Staging; and Demobilization?	X		
3	Is the focus on SLTT distribution capacity with the Federal Government in a supporting role?	X		Plan clearly outlines the roles and capabilities of Local and State Government. Plan notes that the Federal Government can provide support as requested in a federal declaration.
4	Does the plan indicate how to integrate private sector, nonprofit, and local and Federal partners?	X		The nonprofit partners are identified to help in the assistance of sourcing volunteers for the operation of C-PODs. Recommendation to identify contingency staffing.  Similar, to last year, the private sector is used to maximize commodities and assist in transportation. However, identification of these entities is not mentioned. The plan can be improved by including these entities and being more specific on the resources they offer to support disaster response and recovery.
5	Does the Define Requirements section refine the requirement based on anticipated demand for meals, water, mass care supplies, and transportation of resources and include private sector capabilities?	X		WVEMD has refined this requirement from last year's submission and included caloric intake. However, items such as mass care supplies were not noted.  The plan would benefit showing a customized planning factors based on impact population relative to the characteristics and/or intensity of the incident. Also, consideration of community factors that may alter the generic considerations.
6	Does the Order Resources section include multiple sourcing mechanisms?	X		Included a vendor management system
7	Does the Distribution Methods section include robust and scalable methods to accommodate any level of disaster?		X	C-POD guide was submitted with plan. A distribution management exercise would be a good way to demonstrate capability of the DMP and guide.
8	Does the Inventory Management section describe how the state will acquire, use, distribute, store, and dispose of commodities and equipment?	X		
9	Does the Transportation section describe the transportation architecture (e.g., key routes and nodes) and inbound and outbound flows?	X		
10	Does the Staging section predetermine and assess sites for equipment, staff, contracts, and other support needs?	X		
11	Does the Demobilization section describe how the recipient will conduct a property reconciliation and organized shutdown?	X		
12	Is the plan implementable for the EMPG recipient?		X	An exercise of the entire plan is an

				important step to show to functionality and feasibility of the plan.
13	Has the DM Plan been exercised?		X	See above comment
14	Has the DM Plan been executed for disaster operations?		X	

Score (total number of yes): **10 of 14**

**Baseline Evaluation:**

- Tier 1: Approved and complete
- Tier 2: Approved with comments, action plan required
- Tier 3: Received, technical assistance and action plan required

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<sup>2</sup>This evaluation sheet provides a baseline assessment of a EMPG Recipient’s Distribution Management Plan. A recipient should make continued progress from this baseline assessment in subsequent years, working with the FEMA Regional Logistics Branch as necessary. Comments are areas or actions for improvement.

## Recommended Actions

- For the plan to be considered implementable, WVEMD will need to utilize the plan in a disaster or distribution management-centric exercise. Exercise should not only focus on the operations, but the roles and responsibilities as defined in the DMP. Lessons learned from this exercise should be considered into the update of the DMP for submission in FY24.
- WVEMD should consider contingency staffing for the staging areas as the only identified group is VOADs.
- In the event that a state requires Private and Non-Governmental Organizations (NGOs) to assist in supporting a disaster, a MOA/MOU or other types of contractual documents should be considered for development by the government entity and NGOs. These documents can outline the NGO/Private-sector role and whether the state has provided an organization with the legal authority to conduct the work related to the request at the time of an incident.
- WVEMD in their action plan, should reference how equity plays a role in the commodity distribution in West Virginia by using data to identify the resource challenges. Demonstrate the work with whole community partners to identify resource gaps communities for disadvantaged communities. Furthermore, develop strategies for making sure critical commodities and resources are distributed equitably and how this may impact C-PODs. Work with FEMA R3 and local EMs to establish defined commodity points of distribution to ensure that essential supplies reach those in need promptly.
- Include in your plan maintenance schedule a review of disposition requirements for both supplies and equipment purchased using Public Assistance funding. Disposition requirements can be found in FEMA's Public Assistance Program and Policy Guide FP-104-009-2 Version 4 and 2 C.F.R. 200.313(e).
- Consideration of technology usage within a distribution management activation and how it may impact operations throughout the state. For example, identify known black-out areas which could disrupt movement, tracking, and/or distribution of commodities.

## Grants Reporting Requirements

On February 27, 2023, FEMA released the FY 2023 EMPG Notice of Funding Opportunity (NOFO). This NOFO outlines that all EMPG recipients are to develop and maintain a Distribution Management Plan as an annex to their existing Emergency Operations Plan. The NOFO further directs recipients to adhere to the Logistics Planning section of the FEMA 2023 Preparedness Grants Manual, released on February 27, 2023, which outlines that:

- The Distribution Management Plan must be reviewed by the recipients on an annual basis and updated as necessary by September 30 of each year; and
- FEMA Regional Logistics Branch will work with the EMGP Program recipients to provide technical assistance during the development and maintenance of their Distribution Management Plans, and to ensure all recipients have effective Distribution Management Plans capable of integrating with federal, NGOs, private sector, and state, local, tribal, and territorial stakeholders during major disasters; and
- Annual Distribution Management Plan reviews will be reported in the Periodic Performance Report (PPR) for the quarter ending September 30 of the most recently awarded EMPG Program. Reviews that result in an update must be submitted to the Regional Grants Division Director or EMPG Program Manager for review by Regional Logistics staff. The Regional Logistics Staff will review and rate the plans using the FEMA Distribution Management Plan Guide 2.0, January 2022.

Failure to do so may affect your eligibility for future EMPG award funding.

# Technical Assistance Offerings

## Logistics Planning Assistance

FEMA Region 3 can review and provide subject matter expert analysis or feedback of existing state Logistics Plans such as Distribution Management Plans, State Staging Area Site Plans, Point of Distribution Site Plans, Disaster Recovery Center Facility Assessments, etc. upon request. This includes leveraging FEMA Integration Teams (FIT) embedded with the jurisdiction and FEMA Region 3 region-wide assets.

## Training Assistance

1. **Staging Operations Course:** A training course for students how to select, design, and operate a federal or state staging area. The three-day course includes 1.5 days of classroom lecture and group work, and 1.5 days of hands-on training in the field.
2. **IS26-Points of Distribution Operations/PODs for Local/State Emergency Management Agencies:** Region 3 has delivered this as an instructor-led “train the trainer” for Local/State POD Managers, incorporating classroom and hands-on instruction in the field, PODs for /Local/State Emergency Management Agencies that incorporates Distribution Management fundamentals for Local and State Governments

## Staging/Site Assessments

1. **FEMA's Air Evacuation Aviation Ground Support Contract:** FEMA contract focused on conducting Airport/Airfield assessments and developing an Operations Plan that defines the capabilities of the Airport during disasters in various mission areas, including Staging Area Operations, General population evacuation, Medical Evacuation, SAR operations, and Aerial Port of Embarkation /Debarcation operations
2. **FEMA State Staging Area (SSA) Site Validation Support:** FEMA R3 Logisticians will conduct site evaluations in conjunction with State personnel—Applying FEMA Staging Area guidelines.

## Workshops

1. **Logistics Capability Assistance Tool (LCAT) Workshop:** FEMA Region 3 facilitated 2-day workshop with logistics stakeholders resulting in a Final Analysis Report and 3-5 recommendations for improvement, can be done on the state or local level
2. **Customized Logistics Workshops:** FEMA Region 3 or FEMA Headquarters National Integration Center staff will conduct customized workshops on emerging Logistics topics and trends at the request of the state. Past examples include Pennsylvania Emergency Management Agency PEMA Distribution Management, Philadelphia Office of Emergency Management OEM Evacuation, and Los Angeles Food and Agriculture Supply Chain workshops.

## Distribution Management Exercise Technical Assistance

1. **Exercise Participation:** As a distribution management stakeholder, FEMA Logistics will participate/play during State DMP exercises
2. **Exercise Facilitation:** FEMA Logistics will support exercise facilitation at the request of the State.
3. **Exercise Design:** FEMA R3 will support exercise development and design at the request of the State.

If you are interested in these technical assistance offerings, please contact the following individuals:

**Bryan Sizemore**

WV FIT

[Bryan.Sizemore@fema.dhs.gov](mailto:Bryan.Sizemore@fema.dhs.gov)

202-812-6824 (cell)

Or

**Heather Stem**

Logistics Management Specialist

[Heather.Stem@fema.dhs.gov](mailto:Heather.Stem@fema.dhs.gov)

202-735-4016 (cell)