

NORTH CAROLINA EMERGENCY OPERATIONS PLAN (NCEOP)  
**ANNEX A | APPENDIX 5 | TAB B**  
**DISTRIBUTION MANAGEMENT PLAN**  
2024 (Pre-Helene)

**I. INTRODUCTION**

**A. PURPOSE**

This appendix is to provide guidance for the effective and efficient distribution of critical resources and services prior to, during, and following an emergency or disaster event.

**B. SCOPE**

Distribution management covers the disbursement of critical commodities and services to affected personnel, municipalities, counties and other state agencies in North Carolina. Distribution management involves managing a comprehensive supply chain, resource management; warehouse and transportation operations to effectively and efficiently distribute supplies to distribution points and staging areas; provision of equipment and services to support incident requirements; and a mechanism for supplies and commodities to be provided to survivors.

**C. BACKGROUND**

Disasters in North Carolina, both large and small, will disrupt normal supply chains. This triggers the need for relief distribution chains that address critical emergency supplies such as food, water, tarps, and fuel. This emergency distribution management system is managed at all levels by state, local, tribal, and territorial agencies and/or voluntary, faith-based, or community-based organizations. Gaps in response during previous disasters have pushed us to develop and adjust our emergency distribution plan to effectively and efficiently distribute critical resources and services to disaster survivors in the community.

**II. SITUATION AND ASSUMPTIONS**

**A. SITUATION**

Emergency Operation Centers (Municipalities and Counties) have the potential to exceed their capabilities to provide emergency supplies such as food, water, tarps, fuel and services due to transportation and communications limitations or failure. The State Emergency Operations Center (EOC) and State Emergency Response Team (SERT) can augment the capacity to meet most foreseeable logistical requirements.

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**B. ASSUMPTIONS**

1. Successful and sustained emergency operations are contingent upon an efficient and effective logistics and distribution management plan at all levels.
2. Effective distribution of resources may require State Regional Staging Areas (SRSA), County Receiving and Distribution Points (CRDP) or local Points of Distribution (POD's). Counties must pre-designate CRDP's, Staging Area's and POD locations to support their county operations and plan for integration of state provided resources.
3. Commodities and equipment may be provided from the SERT, Business Emergency Operations Center (BEOC) partners, public donations or commercial sources.

**III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

**A. LEAD STATE AGENCY**

**1. NC DEPARTMENT OF PUBLIC SAFETY (NCDPS)**

**NORTH CAROLINA EMERGENCY MANAGEMENT (NCEM)**

- a. Direct and coordinate logistics operations.
- b. Provide distribution support for the State EOC, SERT, emergency management offices and other state supported field locations.

**B. SUPPORTING STATE AGENCIES**

**1. NC DEPARTMENT OF ADMINISTRATION (NCDOA)**

**MOTOR FLEET MANAGEMENT**

- a. Operate motor pools in support of distribution, response and recovery operations.

**2. NC DEPARTMENT OF PUBLIC SAFETY (NCDPS)**

**STATE HIGHWAY PATROL (SHP)**

- a. Provide transportation, equipment, uniformed personnel, and related services as may be directed.

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**NORTH CAROLINA NATIONAL GUARD**

- a. Provides transportation assets from the National Guard such as trucks, personnel, material handling, and air assets

**PURCHASING AND LOGISTICS (P&L)**

- a. Provide personnel for the Purchasing Unit in the State EOC during disaster activations.
- b. Provide Field Purchasers down range if required.
- c. Ensure personnel are trained and exercised periodically.
- d. Coordinate procedures with NCEM Logistics Chief.

**3. NC DEPARTMENT OF ADULT CORRECTION (NCDAC)**

- a. Provide services transportation, equipment, uniformed personnel, offender labor, and related as may be directed.
- b. Provide a representative to the SERT Logistics ESF-1 Transportation Cell, when activated, who is able to coordinate use of buses and passenger vans to assist with evacuation operations.
- c. Provide trucks and drivers as well as provisions (blankets, pillows, etc.) from Correction Enterprise Warehouses.

**4. NC DEPARTMENT OF PUBLIC INSTRUCTION (NCDPI)**

- a. Provide the SERT with information related to available or potential emergency facilities, resources, supplies, and/or personnel resources.
- b. Provide a representative to the SERT Logistics ESF-1 Transportation Cell who is able to coordinate use of school buses to assist with evacuation and re-entry operations.

**5. NC DEPARTMENT OF TRANSPORTATION (NCDOT)**

- a. Provide a representative to the SERT Logistics ESF-1 Transportation Cell to provide assistance with communication between public transportation sub recipients.

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- b. Represents transportation agencies including Aviation, Mass Transit Association, NC Ferry Division, Rail and Ports Authority.
- c. Identify potential federal funding sources and identify other financial resources that may be available for public transportation grantees during an emergency.

## **6. OTHER STATE AGENCIES**

- a. Other state agencies can supply transportation needs if requested to make immediate deliveries.

## **IV. CONCEPT OF OPERATIONS**

### **A. REQUIREMENT DEFINING**

North Carolina cannot stock or maintain all of the equipment and commodities required for every potential incident. NCEM has identified specific response commodities and levels are maintained for initial response. Agency specific contracts, mutual aid agreements, and business partnerships are in place to replenish stock levels and provide continual support during an incident. Gaps for resources are identified as the results of exercises and real-world activations.

NCEM also assists with the critical distribution for the Strategic National Stockpile (SNS) and the National Veterinary Stockpile (NVS). Those distribution plans are synchronized with NCEM Logistics SOP 002.

### **B. RESOURCE ORDERING**

The Logistics Supply Unit processes all resource requests assigned to the Logistics Section before tasking any agency to fill a request. Logistics Supply Unit personnel coordinate with requestors, the Logistics Branches, the SERT and BEOC partners as necessary to develop sourcing recommendations to satisfy resource requests. Supply Officers recommend sourcing solutions to the Logistics Coordinator who approves, denies, or makes resource recommendations to the Logistics Chief. Supply Officers task appropriate organizations (SERT, BEOC partners, EMAC, Logistics Support or Logistics Services) and follow the progress of assigned tasks through to completion.

NCSPARTA is the primary platform utilized by state and county agencies to make requests, for EOC personnel to track requests, and for Logistics personnel to task agencies to take action to satisfy requests. Logistics personnel use the Resource Tracker within NCSPARTA to provide real time

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asset visibility on commodities and equipment and record all purchases and rental equipment transactions. The Resource Tracker is used to complete the following:

- Record purchases and view purchase list;
- Manage/track rental equipment; and
- Provide situational awareness information and management reports.

### Logistics Supply Unit

The Logistics Supply Unit is where the Logistics Coordinator directs processing and coordination activities. The Logistics Controller reviews all NCSPARTA requests and assigns them to one of several Supply Officers. The Logistics Coordinator provides guidance to Supply Officers and approves their sourcing recommendations.

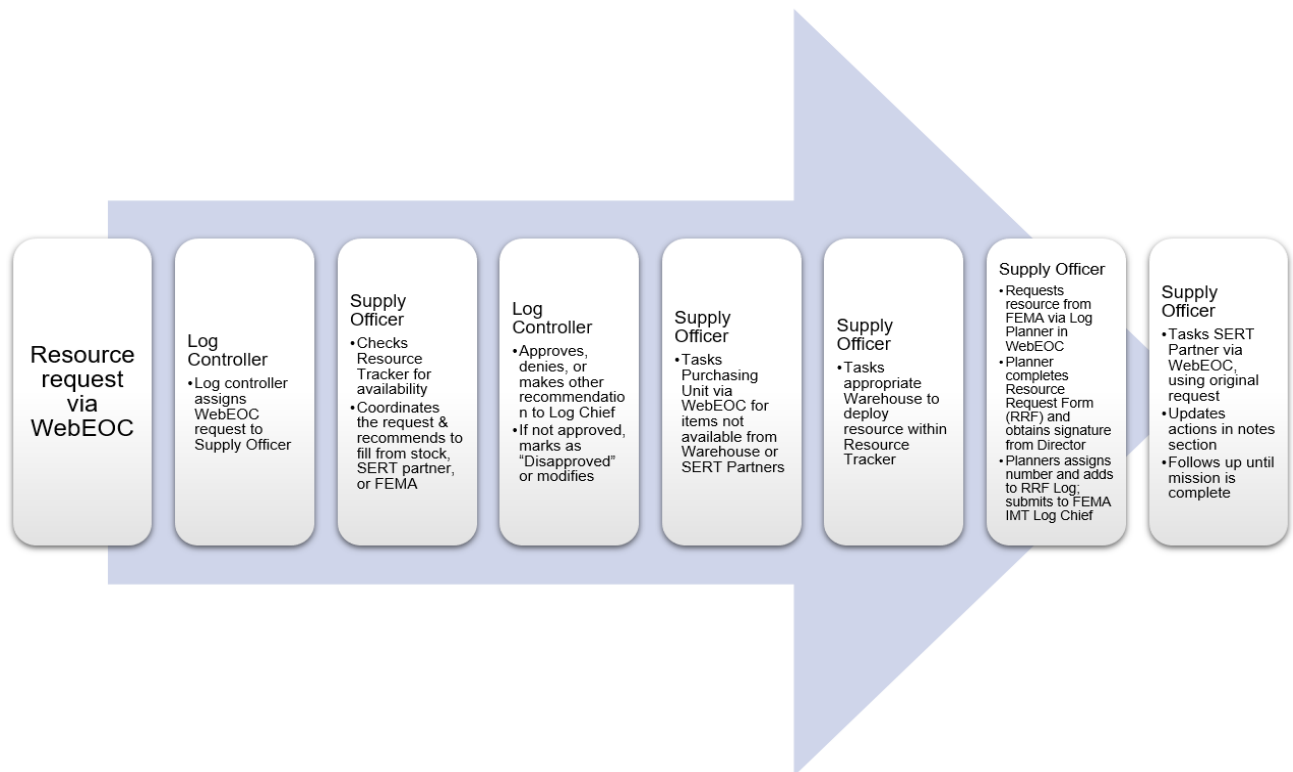
The role of the Supply Officer is to develop and recommend to the Logistics Coordinator a sourcing solution for resource requests. They will gather additional information needed to make a good sourcing solution by querying a county for additional information, checking in Resource Tracker to determine whether the warehouses or FEMA have the resources on hand in sufficient quantities, or by coordinating with SERT partners to ascertain whether they can fill the request. A Supply Officer may determine that the best solution is to purchase the requested resources. When the Logistics Coordinator approves a Supply Officer's recommendation, the Supply Officer tasks the appropriate agency in NCSPARTA to provide the resources.

The number of Supply Officers can be increased to keep pace with requirements as the number and frequency of requests increases. In large events, the Logistics Coordinator will appoint a Supply Unit Leader to assist with the approval process and to provide guidance to the Supply Officers. If no Supply Unit Leader is assigned, the Logistic Coordinator will assume those duties.

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Figure 2 shows the process flow of resource requests within the Logistics Supply Unit. It illustrates the role and actions of a Supply Officer for a request. The bullets at each stage in the process describe the actions of the players.

**Figure 2 - Process Flow for Resource Request**



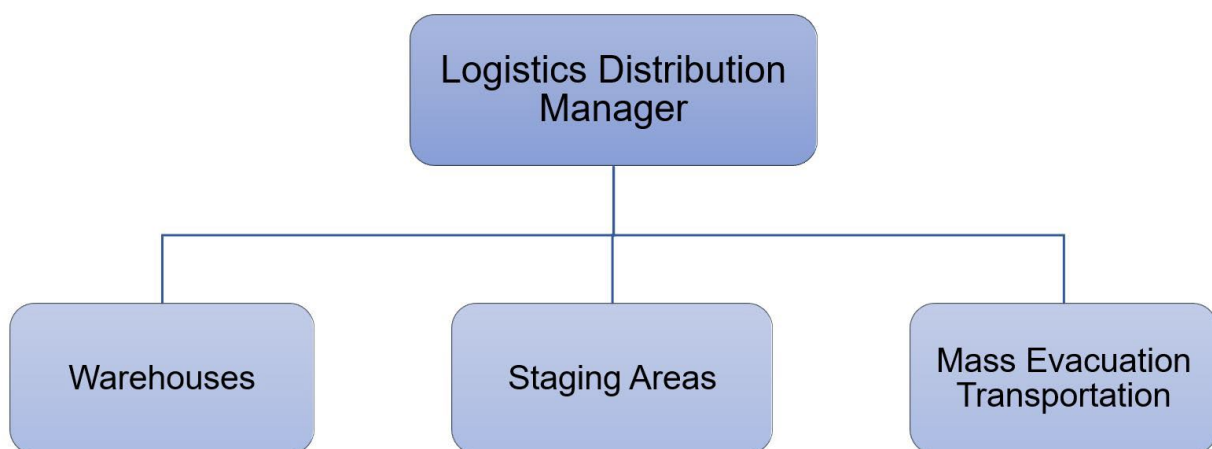
If the items are on-hand in one of the logistics warehouses, the Supply Officer deploys the resource in Resource Trackers then tasks the appropriate warehouse via NCSPARTA.

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**C. DISTRIBUTION METHODS**

The mission of the Logistics Distribution Branch is to execute approved sourcing solutions for on-hand supplies and equipment, to purchase disaster supplies and services, and to coordinate ground, air or sea transportation for distribution. Figure 3 shows branch organization.

**Figure 3 - Logistics Distribution Branch**



The Distribution Branch requests and assigns ground transportation to the state warehouses as needed, and such assets operate under the control of the warehouse manager. These assets can come from state agencies such as the North Carolina Department of Agriculture and Consumer Services (NCDA&CS), the North Carolina National Guard (NCNG), and contracted vendors. The Logistics Distribution Branch will coordinate with the SERT Air Boss for air transportation, or with the NCDOT for ferry or additional ground support needs such as waivers and over-weight/height routing.

**Commodities Distribution Infrastructure**

Below shows the distribution infrastructure for disaster commodities.

**1. FEMA Incident Support Base (ISB) (Ft. Liberty)**

- a. 29 trucks meals; 57 trucks water
- b. 5+ days for 50,000 people

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**2. Logistics Support Centers (Badin and Burlington Warehouses)**

- a. Stocks for 20,000 people for one day
- b. Staging areas for trailer loads of commodities adjacent to warehouses

**3. County CRDP**

- a. Pre-landfall commodities for responders
- b. Post-landfall stocks for emergency POD re-supply

**4. County PODs**

- a. Operational by Landfall +72 hours

**5. County Logistics Liaison Teams (2-person)**

- a. Assist County EM Coordinator with request & CRDP/POD reporting
- b. Ensure SERT Logistics gets the information it needs

**FEMA Incident Support Base (ISB)**

The FEMA ISB at Fort Liberty supports the state with 29 truckloads of meals and 57 truckloads of water. The ISB is stocked and operational no later than one day before landfall for hurricane events with enough food and water for 285,000 people for a day – or for over 50,000 people for 5 days. The quantity of supplies is the result of a FEMA-NCEM gap analysis based on a Category 3 hurricane impacting Wilmington and coming inland along Interstate 40. The ISB is requested using the Federal Resource Request Form (RRF) process and can deliver to state warehouses, staging areas, or local CRDP and POD's in coordination with the Logistics Section.

**Logistics Support Centers**

The state has two warehouses with enough meals and water for 20,000 people for one day. Warehouses have tarps and plastic sheets for covering damaged roofs, chainsaws and four sandbaggers. Each warehouse has an area of hardstand available for staging tractor-trailer loads of commodities, up to 80 truckloads per staging area. National Guard Warehouse Force Packages provide personnel to assist NCEM managers to operate each warehouse and staging areas adjacent to the warehouses. Additionally, NG



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trucks are staged at the warehouses as a shuttle fleet to deliver supplies in addition to internal Logistics Personnel, contractors, or other SERT partners available to deliver to CRDP's and POD's.

Supply chain management is coordinated between the Logistics Supply Unit and the Logistics Distribution Branch with key stakeholders such as vendors, contractors, state agencies, and FEMA. The Logistics Support Branch will work with the Logistics Supply Unit and the Logistics Services Branch to spin up additional logistics support centers or staging areas as needed.

### **County Receiving and Distribution Point**

Counties have identified at least one County Receiving and Distribution Point (CRDP) capable of receiving supplies from State Logistics. State guidance is for CRDPs to have approximately 2,000 feet of inside storage for pallets; a loading dock; enough hardstand to park ten, 53-foot trailers; and material handling equipment to off-load trucks. The CRDP should open no later than one day before landfall for hurricane events with food/water for county responders. Post-landfall, CRDPs will distribute supplies to un-typed commodity distribution points and be prepared to provide emergency re-supply for other PODs and responders in the county area.

### **County Logistics Liaison Team**

To assist the counties in managing commodities distribution and to ensure SERT Logistics gets the information it needs to support the counties effectively, the SERT is prepared, upon request, to send the most critically impacted counties a two-person Logistics Liaison Team to coordinate with the impacted county emergency management agency. Both the NCNG and Civil Air Patrol have identified personnel for these teams. Each will receive training on its mission prior to reporting to the county to help manage operations and inventory at the CRDP and PODs. In particular, the team can help the county EOC with re-supply orders for PODs and the CRDP and ensure re-supply orders are submitted with the required information and at the required time each day. Teams can stage at the Disaster Recovery Operations Center (DROC) in Raleigh at landfall minus one day, where they will receive vehicles, equipment, supplies and just-in-time training for their mission, presented by Logistics Services personnel. The teams will deploy to designated counties once it is safe to do so.

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**Points of Distribution (PODs)**

Using the United States Army Corps of Engineers (USACE) POD model, counties have identified enough POD locations to meet the needs of at least twenty percent of its population. POD locations, point of contact information, and other key elements of information are kept up to date in NCSPARTA. A county will make an initial commodity order with the state based on the standard POD typing methodology. One caveat is that the state uses an “un-typed” POD standard: one pallet each of meals, water and tarps for small/rural areas.

**D. INVENTORY MANAGEMENT**

The NCEM warehouses stock basic commodities such as packaged food, bottled water, clean-up supplies, sandbags, and chainsaws. The Logistics Inventory in ICAM is the inventory management system for the warehouses and provides real-time asset visibility for all Logistics Section personnel as noted above. Minimum commodity thresholds are established within ICAM and the system will notify key logistics personnel when the minimum re-order threshold has been reached. Each facility, be it a state staging area, logistics coordination center or other, uses the First In First Out (FIFO) methodology. Initial inventories will be validated prior to a facility opening, and again when the facility closes. PODs are to report inventory balances and burn rates to counties daily, with counties putting in re-stock orders daily to the state.

**E. TRANSPORTATION**

The Division's primary commercial transportation contractor provides a representative in the EOC 24/7 who is co-located with and works for the Logistics Distribution Branch Manager. The responsibility of the Transportation Contractor is to provide the trucks and trailers needed to deliver warehoused and purchased resources in excess of what can be delivered by NCEM employees and the NC National Guard shuttle fleet established at the warehouse(s). The Logistics Distribution Branch Manager assigns these transportation missions to the Transportation Contractor as Supply Officers assign NCSPARTA requests to the warehouses or to the Purchasing Unit.

**1. WAREHOUSE**

- Transportation Representatives take action on assigned missions follow procedures outlined in this SOP and in Agency Specific contracts;

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- Use NCSPARTA message number or the PO# for transportation mission numbers so they convey the purpose of the mission. Ensure drivers reporting to vendors and the warehouses know their transportation mission number;
- Notify the Logistics Distribution Manager as missions are completed so completion can be posted in NCSPARTA; and
- Work with the Commodities Planning Team to provide transportation for delivery of supplies to local commodity PODs.

### **2. STRATEGIC NATIONAL STOCKPILE**

Strategic National Stockpile / Medical Countermeasure will be distributed per the SNS/MC Transportation and Escort Security Plan.

### **3. NATIONAL VETERINARY STOCKPILE**

The National Veterinary Stockpile will be distributed per the State of North Carolina National Veterinary Stockpile Plan.

### **4. RADIOLOGICAL EMERGENCY PREPAREDNESS (REP) PROGRAM**

The North Carolina REP assets will be distributed at the county level first and then augmented by Logistics Support.

### **5. MASS FEEDING PLAN**

Mass Feeding will be distributed by SERT Partners and supported by Logistics Support.

## **F. STAGING**

The state can designate and operate forward staging areas based on the needs of the event. Each Resource Coordination Center (RCC) can establish and manage an operational staging area, and/or base camp. Staging can also occur at a state run Joint Receiving, Staging, Onward Movement and Integration (JRSOI) site, National Guard armories, other state facilities, airports, and commercial sites such as truck stops. State staging areas will be managed using the Logistics LOG SOP-002 Warehouse Operations Standard Operating Guide as a baseline.

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**G. DEMOBILIZATION**

Logistics Purchasing tracks rentals for renewals and/or demobilization using NCSPARTA during the event. At the request of the end user or the RCC, the resource will be marked "DEMOB" in the NCSPARTA resource request. Logistics Distribution will contact the vendor and arrange the pick-up of the resource. Logistics Distribution will complete a post activation/demobilization inventory of the warehouse and record it in ICAM. Any shortfalls in inventory will be noted and resources will be ordered to bring the inventory to state required levels. The Logistics Distribution Branch Manager will demobilize warehouse staff when instructed. Other assets in the operational theater are demobilized using a tiered approach: released from county, released from RCC, then released from the state in accordance with published incident specific demobilization plans.

**V. REFERENCES**

- A. Log SOP-001 SERT Logistics
- B. Log SOP-002 Warehouse Operations
- C. Log SOP-003 Disaster Purchasing
- D. RSOI (Reception, Staging, Onward Movement and Integration) Plan
- E. RSOI Standard Operating Procedure
- F. SNS/State of North Carolina Medical Countermeasure Plan
- G. National Veterinary Stockpile Plan