



Emergency Management Institute

Facilitator Manual to Accompany IS-26 Guide to Points of Distribution



FEMA

Facilitator's Role

Your role as the Facilitator is to assist participants in planning for and running a Point of Distribution (POD) mission.

Every audience has a variety of experiences with disasters. Use the life experience and education of the audience to help reinforce, clarify, and add to the materials you present. Engage participants in discussion and encourage learning from one another.

Audience

POD training is part of disaster preparedness. It should be made available to everyone willing and capable of participating in the mission. Your first step is to identify appropriate groups in your community to train. You will find interested audiences through schools, religious organizations, social clubs, voluntary agencies, and youth groups just to name a few.

Presentation

You must read the *Guide to Points of Distribution* and the *Facilitator Manual*, watch the video, and review the Power Point presentation before conducting training. This will familiarize you with the content and activities.

Naturally, you will need to modify the training plan to meet your specific audience needs, expectations, geographical considerations, time constraints, experience, and other considerations. Prepare your presentation based on information about the hazards likely to impact your audience. You can customize the selection of electronic visuals. Slides may be printed and distributed as handouts or used in an electronic slide presentation.

You will need to develop time frames and an agenda. A sample format follows:

Agenda	
Introduction	8:00 – 8:30
Location	8:30 – 9:00
Staffing	9:00 – 9:30
Break	
Set up	9:45 – 10:00
Equipment	10:00 – 10:15
Operations	10:15 – 10:30
Resources	10:30 – 10:45
Break	
Safety	11:00 – 11:15
Demobilization	11:15 – 11:45 (including video)
Summary	11:45 – 12:00

Toolkit

The *Toolkit* contains the training Power Point presentation, the *Guide to Points of Distribution*, *Facilitator's Manual*, the video transcript, and the handouts.

The *Toolkit* is divided into two sections. Click on a section and then click on the resource you want.

Topic	Description
Facilitator's Manual	Facilitator's Power Point Presentation
Handouts	Personal Preparedness Selecting POD Locations Guidance and Resources Job Aids Practical Exercise Power Point POD types and resources Visual Sample letter POD Tables What did I Learn? Video Transcript

Local Partnerships

Guest speakers from local organizations with experience in POD operations can be excellent partners in conducting an effective presentation. The Office of Emergency Management, Fire Department, American Red Cross, Public Safety Department, and the National Weather Service are some allied professionals to consider. In addition to serving as subject matter expert speakers, these organizations can provide advice on obtaining resources to make your POD mission successful.



Materials Required

IS-26 Guide to Points of Distribution for each participant. You can obtain the Guide by calling FEMA Publication Warehouse (800) 480-2520 or download and print from FEMA Independent Study course IS-26.

Toolkit with Power Point presentation and copies of handouts.

Ready to Begin

Provide each participant with a *Guide to Points of Distribution* book.

Thank everyone for coming, then introduce yourself (your name and position). Tell them you will be talking about how to run a successful POD mission in their community.



Remind participants to feel free to ask questions.

Before beginning instruction, talk to the class about any facility or training rules and regulations. These may include:

- Use of cell phones (turned to “silent” or “vibrate”)
- Taking phone calls during class
- Breaks
- Restroom Locations
- Emergency Exit procedures

- Sign-in sheet
- Attendance
- Class materials
- Class participation



Ask the audience to describe what's happening in the slide. Do you recognize what commodities are on the pallets? Draw attention to various aspects of the photo. For example, the loader, the car trunk is open, the road cone marking the lane, the driver remaining in the car. These are all parts of a smooth running POD.



Question: Does anyone know what a POD is, or does anyone have experience with POD operations?

Lesson 1: Introduction

Point of Distribution (POD)



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PODs are Points of Distribution. Again, point out characteristic POD features in the slide. For example, three cars being loaded at one time, orange cones marking the lane, trunks open, dumpsters, lights, volunteers, etc.



Question: Why do communities need to plan for PODs?

Allow participants to give their understanding of what the POD mission is before advancing to the next slide.

What is a POD?

PODs are centralized locations where those in need can obtain life sustaining commodities following a declared emergency or disaster.



Read the slide, then ask participants to give examples of life sustaining commodities.

Possible answers: Food, water, blankets, etc.

Explain that the Local Emergency Management Agency (LEMA) will

determine the actual commodities to be provided and the set quantity of each.

This presentation will help you to:

- Recognize the importance of POD planning and execution.
- Develop a plan for setting up, staffing, and operating a POD.
- Recognize special planning issues for your community—location of PODs etc.
- Know resources necessary for the POD mission.



Explain the objectives of the training as they appear on the slide.



Note: This slide shows all the objectives for the sample agenda. Be sure to adjust the information on the slide to reflect the content you plan to present.

Agenda

- Lesson 1: Introduction
- Lesson 2: Location
- Lesson 3: Staffing
- Lesson 4: Set up
- Lesson 5: Equipment
- Lesson 6: Operations
- Lesson 7: Resources
- Lesson 8: Safety
- Lesson 9: Demobilization
- Lesson 10: Summary



Explain the topics that will be addressed in the training.

This training is part of the community's planning effort to achieve success in the mission to distribute life saving commodities to disaster survivors in an affected community.

Ask your audience,

“Who is the person in this photograph?” She is a disaster survivor. She is me. She is you. She is nervous and upset. Something bad has happened in her life. Where is her support? How will she get help? How will she know where to get help? Can she call someone? What if telecommunications are down after the disaster? Can she walk to help? How far away is the nearest POD and does she know the likely location? There are a lot of issues she hasn't thought of before.

How can I get food and water?



This is why individual family planning is essential and community planning for the POD mission is crucial. Everyone in your community should know—before the disaster strikes—where potential PODs are located.



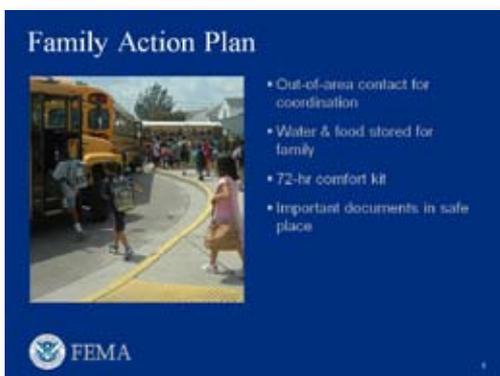
While you have the participants thinking about these issues, take a moment to talk to them about their personal preparedness plan. Ask if they have a family plan and, if they do, to share with the class actions they have taken to be prepared.

Ask how often they update their plan.

Pass out the *Personal Preparedness* handout.

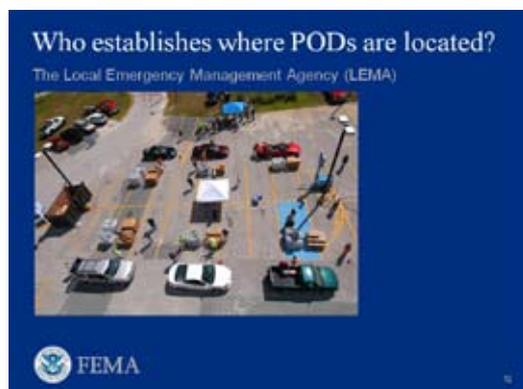
Be empathic with your audience. Tell them you realize that there is a lot to do to prepare for a disaster and it's not always the most pleasant thing to think about.

Is it possible to start preparing for an emergency by breaking the tasks down into smaller, easier-to-accomplish tasks?



Go over the suggestions on the slide and, if time, some of the points on the handout. Solicit other suggestions for family preparedness planning.

Remind your audience that family will be the first concern after a disaster. If they or their staff have concerns for family, they cannot concentrate on the tasks needed to help others.



Pass out the handout *Selecting POD Locations.*

Lesson 2: Location



Whoa! What happened here? This might have been a great POD location on paper but, after the flood, it's not so good.

POD locations need to be accessible to everyone—delivery trucks and citizens. Stress the importance of identifying several locations in the same area that can serve as PODs. Events like this one may render your first and/or second choice unusable.

If time allows, go over some of the major points for selecting POD locations. You can also expand this section and lead a brainstorming session or exercise using local maps on selecting appropriate local POD sites. Discuss the pros and cons of each site.

Remind participants that it is important to identify several locations that can serve the same general area. Your first plan may not work out as the storm or incident affects the place you thought (before the disaster) was ideal.

POD Locations

- These locations should be defined in the preparedness phase.
- Hardstand gravel or paved with ingress and egress.
- Sites known by the public – school bus delivery areas, fairgrounds, commercial parking areas.
- Inform the public of locations prior to the event.
- Resource requirements – personnel and equipment.

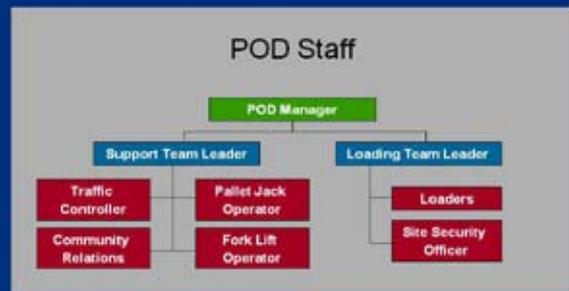


Direct participants to the TYPE III POD layout on page 18 of their *Guide to Points of Distribution* manual. Remind them that locations should be defined and the public informed via radio, TV or other public venue prior to an event.

Emphasize that POD locations must be able to withstand 18 wheel loads of product and have room for distribution and delivery lanes. They should also have working room for POD personnel to move around and do their job. The resources for this size POD are in the *Guide Appendix* on page 85.

Ask participants to look in *Guide to Points of Distribution*, Lesson 2/Page 9-13 for detailed descriptions of these positions. There are also Job Aids for each of these positions in the *Toolkit*.

Lesson 3: Staffing the POD





POD Manager

- Primary Safety Officer
 - Responsible for the safety of all staff and visitors to the site.
- Trains the Staff
 - safe operation of all equipment
 - ensures safety measures are enforced
 - provides a safety briefing at the beginning of each shift
- Accomplishes a site hazard assessment daily, develops preventive safety measures and communicates this to all staff.
- Conducts accident investigations and develops preventive measures based on the outcome of the investigation.



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Stress the importance of choosing a mature, dependable individual to manage the POD. The POD manager has a lot of responsibility for the success of the overall mission and for the individuals on the team.

POD Manager

- Provides connectivity with the Logistics team
 - What is arriving?
 - What is in the pipeline?
 - Where is it coming from?
- Maintains accurate accounting of POD resources
 - How much have we distributed?
 - What do we have left?
 - What will we need for tomorrow?



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In the POD planning stage it's important to facilitate and establish connectivity with the logistics team. Understanding the who, what, when, where, and how of the hand-off of commodities is fundamental and essential to the success of the mission. Ask

the audience to consider how they are currently interacting with FEMA, the State, or the county Logistics Officers.



Question: Do you know the names of the people you will be communicating with and depending on during the mission?



POD Manager

- Recognizes the team
 - Keep everyone cognizant of the importance of what they are doing.
 - Check on people's physical and mental health.
 - Disaster work is uniquely difficult — be kind, considerate, and appreciative of your team.



Let everyone involved know how important their role is in all of this. Remind them of the difference they are making in people's lives. You are handing out water to people who don't have water!

Recognize that people working in the POD may have been impacted by the disaster themselves. Despite that, they are at the POD reaching out to help their neighbors. Acknowledge those loaders, community relations people, fork lift drivers and all the others. They are the foot soldiers in this mission. Make sure they know the importance of what they are doing. This handoff of commodities they are facilitating is what is saving lives.

Explain that site security is a local responsibility. Security/Law Enforcement must be assigned to critical points and traffic control. Law Enforcement must be present to resolve any issues that develop with drivers. POD staff should never get into an argument with POD customers.

POD Site Security



Typically, distribution to the public will not occur late into the night, however deliveries to the site may be required at any time during the day or night, thus 24-hour site security will be necessary.



Car safety and traffic control are paramount. Keep in mind that drivers of the individual cars are upset. Remember they may not be reacting to events in the manner they normally do. They are nervous, worried, edgy, tense...take your pick. Something bad has happened in their lives.



It's important to have a designated Public Information Officer (PIO) on site. All questions from the media should be directed to that on-site PIO. This will ensure that a common message is carried across the juris-

isdiction and other PODs. The POD manager should work closely with the Community Relations staff to ensure the correct message (whether verbal or written) is being provided to the public.

Let everyone know that the media must be directed NOT to interfere with ongoing POD operations. They must not disrupt or stop traffic flow.

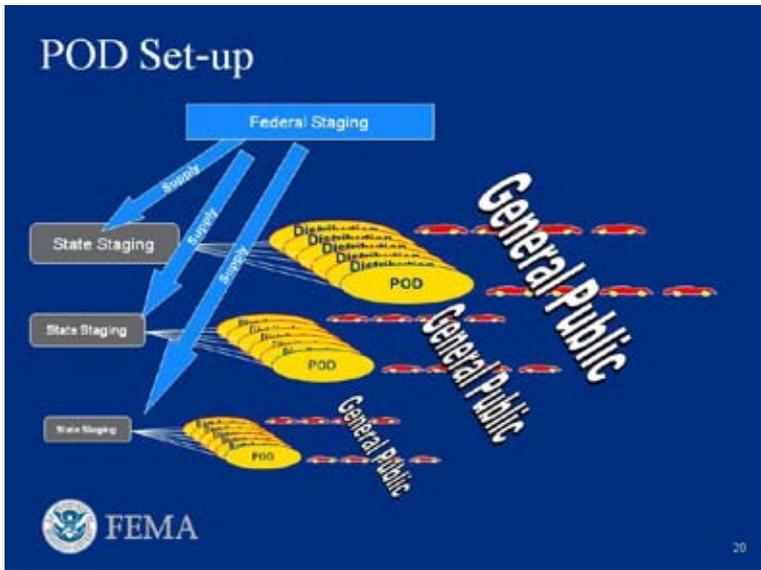


Question: Who decides when to activate a POD?

Answer: The Local Emergency Management Agency (LEMA)

Lesson 4: POD Set-up





Refer participants to Lesson 3/Page 17 in *Guide to Points of Distribution* for this same visual. Explain that this represents the basic building blocks for a distribution site. This slide shows the normal flow of commodities. Sometimes commodities flow from the Federal Staging Area directly to the POD, but this is not typical.

Ask participants to turn the page in their *Guide to Points of Distribution*. Go over each POD Type from smallest to largest on pages 18-20. Ask your audience to scan the paragraphs for information about how many people each POD Type serves and how many staff are needed for each Type. Type III, the smallest, serves 5,000 people per day and requires a staff of 19. POD Type II layout serves 10,000 people a day with a staff of 34. Type I, the largest, serves 20,000 people per day with 78 staff.



Now that you have gone over the different POD Types, ask participants to determine which POD type is shown in this photo.



Question: What POD type layout (I, II, or III) is pictured in this slide?

Answer: Type III POD.

Note that there are no uploaded trailers in the photo; all of the commodities have been downloaded and the tractors and trailers released to return to the vendor to retrieve more product. If you are distributing ice, it should be covered with a tarp. Only the outer layer will melt, the inner layers maintain freezing temperatures.

Resupply should be conducted at night so as not to interfere with distribution to survivors during the day. This means you need a night staff also.

Take a moment to reflect on the number of people and resources needed to operate a POD. Don't forget Porta-Potties and dumpsters! PODs have a lot of people moving through them and that means there are a lot of requirements. All PODs, regardless of size, require extensive planning.



Lesson 5: Equipment




Since commodities come on pallets, forklifts are almost always required.

Lighting Needs



Assume that electricity will not be available and that you will need a minimum of two light-sets (generator powered with retractable lights that extend up at least 12-15 feet).



Forklift Needs



A forklift is not a "nice to have." The right support for your team is mandatory!



This is very time consuming and increases the probability of injuries.

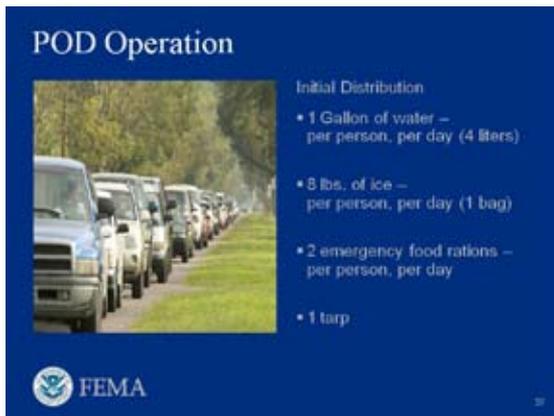
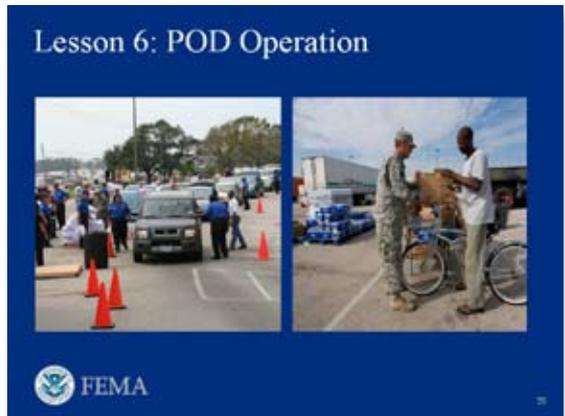



Some PODs have operated for a very short period of time with many volunteers unloading the trucks by hand. Stress that this is NOT a desired method of operation. While this may look like fun...the fun won't last. This method of unloading is very time consuming and tiring. It also increases the probability of injuries.

Make sure you have a forklift and someone qualified to operate it.



PODs can accommodate vehicle traffic (drive-through), pedestrian traffic (walk-through), and mass transit traffic (bus or rail). Each person receives a set amount of supplies. These supplies are determined by assuming each person or vehicle is provided supplies for a household of three.



Initial distribution must be limited! Go over the commodity quantities on the slide. It is not uncommon for the State to push out 100% of available resources on the first day with no back up until additional commodities arrive later.

That is why you CAN-NOT over-distribute early—you will run out later in the day! POD personnel must be instructed not to “fill the trunk” with commodities until a strong pipeline can be assured.

Once a POD is open to serve the public, the most efficient means of operation is to keep people in their vehicles, load three vehicles quickly and simultaneously, then move them along.

POD Operation



As survivors drive through, they remain in their car as loaders put bottled water and other supplies directly into the trunk, back seat, or pick-up truck.




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Traffic Flow and Control



Traffic cones, plastic flagging and signage are required to maintain traffic control.




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A well marked travel lane is important in having an efficient and more importantly—a safe POD operation.

Traffic Flow and Control



Key Items to Note:

- Trunks open
- Drivers remain in cars
- Loading is rapid and efficient
- Commodities on pallets and trucks released



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Point out key items in the photo:

- Car trunks are open
- Drivers remain in cars
- Commodities are loaded in trunks in a rapid and efficient manner
- Commodities are placed on the ground and trucks are released to facilitate pick-up and deliver additional commodities.

Lesson 7: POD Resources

How do the PODs get commodities?



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PODs get their initial supplies from the county or state. If the state runs out of essential commodities then federal assistance is requested.



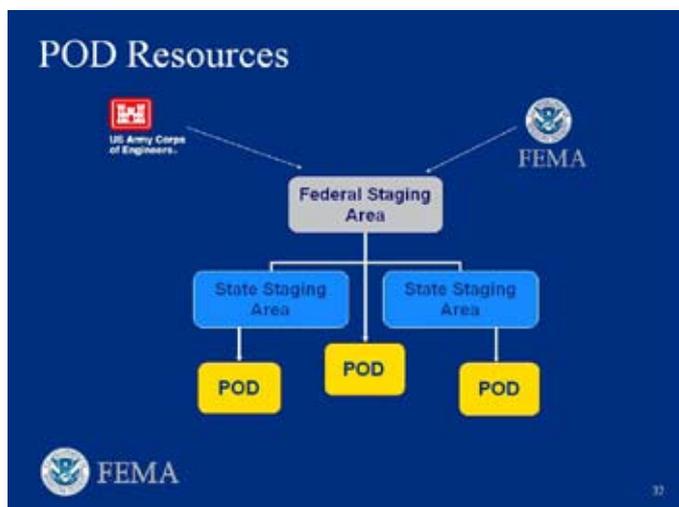
Question: Where do PODs get initial supplies?

Answer: From the county or state.



Question: What if the state runs out of essential commodities and there is still a need?

Answer: Federal assistance is requested.



This diagram shows commodities being shipped from both FEMA and the Corps of Engineers to a Federal Staging Area. Once the commodities are at the Federal site they can be directed to a single State Staging Area, multiple States, or even directly to PODs if necessary.

Typically, FEMA establishes one or more staging areas or support bases prior to landfall if it is a predicted storm. The state emergency officers should be in close communication with FEMA's team of logisticians to ensure a smooth hand-off of resources.



Federal Staging Area Location

- As close as safety permits to the impact zone.
- Don't want to pressure the already weakened or destroyed impact area.
- Resources are needed that the impacted area may not have.



FEMA has agreements with numerous military and commercial facilities throughout the country allowing them to establish an operational staging area or support base very rapidly.

After going over the points on the slide, refer participants to *Guide to Points of Distribution Lesson 6/ Pages 39, 41, and 42* for sample inventory forms. These forms are also in the *Toolkit*. Remind everyone that accounting is an essential part of POD operations. There is a cost share between the state and the federal government. Documentation from your POD may be requested to make sure billing is accurate.

Accountability and Burn Rate

- Daily inventory reporting to LEMA allows accurate restocking. Basic items to report for each type of supply are:
 - quantities received
 - quantities distributed
 - quantities on hand
- Keep Bills of Lading or Mission Forms as back-up. Vehicle counts are also useful documentation.



Go over the safety points on the slide or introduce a Safety Briefing of your own here. For more detailed information, refer participants to Lesson 7/Pages 47-65 in *Guide to Points of Distribution*. The topics shown on this slide are detailed in this lesson.

Lesson 8: POD Safety

- POD Manager—primary safety officer
- Hazard assessment
- Accidents
- Proper lifting
- Fire extinguishers
- Weather injuries
- PPE
- Hazard communication
- Workplace violence

FEMA

Go over the demobilization steps on the slide. Ask participants if they can think of other steps in closing out a POD. Remind participants that LEMA determines when the POD will close. The POD

Lesson 9: POD Demobilization Steps

- Notify the public 24-hrs in advance
- Close the site to public access
- Return excess supplies to LEMA/State
- Return equipment
- Replenish and return POD kit to LEMA
- Clean the POD site
- Submit all paperwork

FEMA

manager should be discussing operations and future plans with LEMA on a daily basis.

Lesson 10: Key checklist for POD operations



- Adequate Manpower (backups for positions)
- Equipment (Forklift and pallet jack a must)
- Qualified Forklift Operator
- Site Layout, good traffic flow
- Room for delivery trucks (18 wheelers without disrupting operations)
- Security
 - Help with general public
- Traffic Control
 - Police at main intersections



In the next three slides, go over the checklist items listed as a review. Ask participants if they can add anything to the lists.

Key checklist for POD operations



Signage:

- Enter
- Exit
- One way
- Special Information
- Identifying the site as "Commodities Distribution Point"

Key checklist for POD operations



- Request a Community Relations person to help hand out information to the public
- Always keep safety first
- Provide a notebook for securing delivery charts and receipts
- Communications (POD manager will require communications)
- Train an assistant for night operations.
- Ask for technical help through your Emergency Manager if assistance is needed



Summary

- Distribution planning is the key to success.
- Public should know POD locations & hours of operation prior to an event.
- The people and the equipment are not a “nice to have.” Right team and support is mandatory.
- Consider implementing an Adopt-A-POD program to support your POD mission.
- Issue Rate (burn rate) is critical information.



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Go over the summary points on the slide.

Refer participants to Lesson 9/Pages 70-70 in *Guide to Points of Distribution*. Explain that the Adopt-a-POD program is a method for recruiting volunteers to staff PODs.

Ask if there are any questions.

POD Video

As you watch the video, think about what factors are involved in a successful POD operation.



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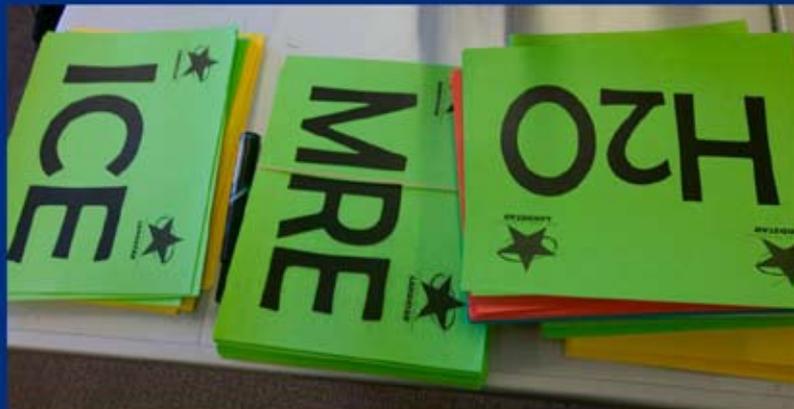
Ask participants to think about what they've learned in this presentation. Ask them to take notes during the video on what they see that makes this POD mission successful. After the video, ask a few participants to report out on what they wrote down.



Question: How will your community measure the success of your POD?

Answer: By how quickly you get proper resources to survivors and how smoothly and efficiently the operation is run.

What did you learn?



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Refer participants to *Guide to Points of Distribution* Lesson 10/page 80, or provide the handout *What did I Learn?* from the *Toolkit*. Allow participants to work in groups to complete the following sentences.

1. The three most important things I learned from this presentation are:
2. Now that I understand more about PODs, my next steps as a POD manager, local emergency manager, or volunteer are:
3. I think the POD mission in my community would be successful if we could:

Thank participants for attending and encourage everyone who is able to come out and help!

Special Thanks

Appreciation for Guidance and Support

State of Alabama

State of California

State of Florida

State of Louisiana

State of Mississippi

State of North Carolina

State of Texas

State of Washington

United States Army Corps of Engineers—Readiness Center

Federal Emergency Management Agency—Emergency Management
Institute

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