

Emergency Support Function #11 – Agriculture and Natural Resources Annex

ESF Coordinator:

Department of Agriculture

Primary Agencies:

Department of Agriculture
Department of the Interior

Support Agencies:

Department of Agriculture
Department of Commerce
Department of Defense
Department of Energy
Department of Health and Human Services
Department of Homeland Security
Department of the Interior
Department of Justice
Department of State
Department of Labor
Department of Transportation
Environmental Protection Agency
General Services Administration
U.S. Postal Service
American Red Cross

Introduction

Purpose

Emergency Support Function (ESF) #11 – Agriculture and Natural Resources supports State, local, and tribal authorities and other Federal agency efforts to address: (1) provision of nutrition assistance; (2) control and eradication of an outbreak of a highly contagious or economically devastating animal/zoonotic disease, highly infective exotic plant disease, or economically devastating plant pest infestation; (3) assurance of food safety and food security (under Department of Agriculture (USDA) jurisdictions and authorities), and (4) protection of natural and cultural resources and historic properties (NCH) resources prior to, during, and/or after an Incident of National Significance.

Scope

ESF #11 includes four primary functions:

- **Provision of nutrition assistance by the Food and Nutrition Service (FNS):** Includes determining nutrition assistance needs, obtaining appropriate food supplies, arranging for delivery of the supplies, and authorizing disaster food stamps.

- **Animal and plant disease and pest response:** Includes implementing an integrated Federal, State, local, and tribal response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, an outbreak of a highly infective exotic plant disease, or an economically devastating plant pest infestation. Ensures, in coordination with ESF #8 – Public Health and Medical Services, that animal/veterinary/wildlife issues in natural disasters are supported.

- **Assurance of the safety and security of the commercial food supply:** Includes the inspection and verification of food safety aspects of slaughter and processing plants, products in distribution and retail sites, and import facilities at ports of entry; laboratory analysis of food samples; control of products suspected to be adulterated; plant closures; foodborne disease surveillance; and field investigations.

- **Protection of NCH resources:** Includes appropriate response actions to conserve, rehabilitate, recover, and restore NCH resources.

Policies

<p>General</p>	<ul style="list-style-type: none"> • Actions undertaken under ESF #11 are coordinated with and conducted cooperatively with State, local, and tribal incident management officials and with private entities, in coordination with the Joint Field Office (JFO) Coordination Group, the Regional Response Coordination Center (RRCC), and National Response Coordination Center (NRCC) as required. • Each supporting agency is responsible for managing its respective assets and resources after receiving direction from the primary agency for the incident.
<p>Nutrition Assistance Policies</p>	<ul style="list-style-type: none"> • Food supplies secured and delivered under ESF #11 are suitable either for household distribution or for congregate meal service as appropriate. • Transportation and distribution of food supplies within the affected area are arranged by Federal, State, local, and voluntary organizations. • ESF #11 officials coordinate with, and support as appropriate, agencies responsible for ESF #6 – Mass Care, Housing, and Human Services, involved in mass feeding. • ESF #11 officials encourage the use of congregate feeding arrangements as the primary outlet for disaster food supplies. • Priority is given to moving critical supplies of food into areas of acute need and then to areas of moderate need. • ESF #11 officials, upon notification that commercial channels of trade have been restored, may authorize the use of disaster food stamp program procedures.
<p>Animal and Plant Disease and Pest Response Policies</p>	<ul style="list-style-type: none"> • When addressing animal diseases, all animal depopulation activities are conducted as humanely as possible while stopping pathogen spread and limiting the number of animals that must be euthanized. Disposal methods for infected or potentially infected carcasses and plant host material are chosen for their effectiveness in stopping pathogen spread and for their minimal impact on the environment. • The Secretary of Agriculture can release funds from contingency or program accounts as needed to indemnify producers for animals and suspect animal and plant products seized or facilities held to control a disease as well as to pay the operational costs of the eradication of disease. • The Secretary of Agriculture also may declare an Extraordinary Emergency to pay compensation and to allow for the use of Federal authorities to take action within a State if the affected State is unable to take appropriate action to control and eradicate the disease.
<p>Food Safety and Security Policies</p>	<ul style="list-style-type: none"> • The Food Safety and Inspection Service (FSIS) is activated upon notification of the occurrence of a potential or actual Incident of National Significance by the Department of Homeland Security (DHS) that a Federal response is warranted. • Actions undertaken are guided by and coordinated with State and local emergency preparedness and response officials and homeland security officials and existing USDA internal policies and procedures.
<p>NCH Resources Protection Policies</p>	<ul style="list-style-type: none"> • The Department of the Interior (DOI) is the initial primary agency for NCH resources. The primary agency for each emergency is determined jointly by DOI, USDA, and the Department of Commerce/National Oceanic and Atmospheric Administration (DOC/NOAA), and may change over the life of the incident. • Actions undertaken under ESF #11 to protect, conserve, rehabilitate, recover, and restore NCH resources are guided by the existing internal policies and procedures of the primary agency for each incident. • The primary agency for each incident coordinates with appropriate ESFs and other annexes, including the coordinating agency for the Worker Safety and Health Support Annex, to ensure appropriate use of volunteers and their health and safety and to ensure appropriate measures are in place to protect the health and safety of all workers.

Concept of Operations

General

- USDA, as the coordinator for ESF #11, organizes the ESF staff based upon the four core functional areas addressed above (see Table 1). It organizes and coordinates the capabilities and resources of the Federal Government to facilitate the delivery of services, technical assistance, expertise, and other support for Incidents of National Significance that impact the areas covered in Table 1.
- ESF #11 provides for an integrated Federal, State, local, and tribal response to an outbreak of a highly contagious or economically devastating animal/zoonotic (i.e., transmitted between animals and people) disease, an outbreak of a highly infective exotic plant disease, or an economically devastating plant or animal pest infestation in the United States.
- ESF #11 ensures the safety and security of the Nation's commercial supply of food (e.g., meat, poultry, and egg products) following a potential or actual Incident of National Significance, and mitigates the effect of the incident(s) on all affected parts of the U.S. population and environment.

TABLE 1. ESF #11 functional categories and responsibilities

Functional Categories	Nutrition Assistance USDA/FNS	Animal and Plant Disease and Pest Response USDA/APHIS	Food Safety and Security USDA/FSIS	NCH Resources Protection DOI
ESF #11 Primary Agency				
ESF #11 Responsibilities	<ul style="list-style-type: none"> Determine nutritional assistance needs Obtain appropriate food supplies Arrange for transportation for food supplies Authorize disaster food stamps 	<ul style="list-style-type: none"> Implement an integrated national-level response to an outbreak of an economically devastating animal/zoonotic exotic plant disease, or plant pest infestation Coordinate veterinary and wildlife services in affected areas In response to a biohazardous event, the destruction of animals and plants as well as associated facilities (e.g., equipment, soil, and feeding and growing areas) may be required Coordinate with ESF #8 on animal/veterinary wildlife issues in disease and natural disaster issues 	<ul style="list-style-type: none"> Inspection and verification of meat, poultry, and egg products in affected areas Food-borne disease surveillance Coordinate recall and tracing of adulterated products Coordinate disposal of contaminated food products Provide inspectors and laboratory services to affected areas 	<ul style="list-style-type: none"> Coordinate NCH resources identification and vulnerability assessments Facilitate development and application of protection measures and strategies Assist in emergency Federal environmental laws during emergency response activities, such as emergency permits/consultation for natural resources use or consumption Manage, monitor, and assist in or conduct response and recovery actions to minimize damage to NCH resources Coordinate with ESF #3 and #10 on the removal of debris affecting NCH resources Coordinate with ESF #3 to manage, monitor, or provide technical assistance on emergency stabilization (and during recovery, restoration) of shorelines, riparian buffer zones, and hillsides to protect NCH resources Provide Incident Management Teams to assist in NCH resource response and recovery actions

Regional-Level Response Structure

- The regional ESF #11 operates under the direction of a USDA coordinator, who is determined based upon the assistance needed for the specific incident. When an incident requires assistance from more than one of the ESF #11 functions, USDA provides the regional point of contact within the RRCC and represents ESF #11 in its dealings with the JFO Coordination Group. When ESF #11 assistance involves only NCH resources protection, DOI provides this regional function until the primary agency for the incident is determined.

Organization

Headquarters-Level Response Structure

- For nutrition assistance, the FNS Regional Disaster Coordinator is the point of contact and represents ESF #11 in its dealings with the JFO Coordination Group, and is present or available for duty at the JFO on a 24-hour basis for the duration of the emergency response period.
- In the event of an outbreak of a highly contagious or economically devastating animal/zoonotic disease:
 - The State Coordinating Officer, who may be the State Veterinarian or other official from either the animal health or the emergency management community, serves as the State's principal point of contact with the Federal Government, represented by the Area Veterinarian in Charge for each State.
 - The State activates its State, regional, or local emergency operations centers (EOCs), as needed, as the State's base of operations for interfacing with local Governments, State agencies, and the private sector.
 - The State Veterinarian and Area Veterinarian in Charge establishes a Joint Operations Center, which serves as the focal point for coordinating the disease management decisionmaking process.
- In the event of an outbreak of a highly infective exotic plant disease or an economically devastating plant pest infestation:
 - Once ESF #11 is activated, the national response is coordinated by USDA at the NRCC. The coordinator convenes a conference call with appropriate support agencies and non-Federal partners to assess the situation and determine appropriate actions. The agency then alerts supporting organizations and requests that they provide representation.

- As the primary agency for NCH resources, DOI organizes and coordinates the capabilities and resources of the Federal Government to facilitate the delivery of services, technical assistance, expertise, and other support for the protection, conservation, rehabilitation, recovery, and preparation of NCH resources in prevention of, readiness for, response to, and recovery from an Incident of National Significance.
- ESF #11 identifies, secures, and arranges for the transportation of food and/or food stamp benefits to affected areas.

The headquarters ESF operates under the direction of the USDA coordinator, who is determined based upon the assistance needed for the specific incident. When the assistance needed involves NCH resources protection, the DOI provides the initial headquarters direction and coordination. When an incident requires assistance from more than one of the ESF #11 functions, USDA provides the overall direction.

- For nutrition assistance, FNS's National Disaster Coordinator is the point of contact and coordinates FNS's response activities with other agencies on behalf of FNS's disaster task force.
- For animal and plant disease and pest response, the Animal and Plant Health Inspection Service (APHIS) assumes primary responsibility.
- For an incident involving food safety and security, FSIS assumes primary responsibility.
- For an incident involving NCH resources protection, the DOI Office of Environmental Policy and Compliance assumes initial primary responsibility.

Regional-Level Response Structure

- The regional ESF #11 operates under the direction of a USDA coordinator, who is determined based upon the assistance needed for the specific incident. When an incident requires assistance from more than one of the ESF #11 functions, USDA provides the regional point of contact within the RRCC and represents ESF #11 in its dealings with the JFO Coordination Group. When ESF #11 assistance involves only NCH resources protection, DOI provides this regional function until the primary agency for the incident is determined.

Organization

Headquarters-Level Response Structure

- For nutrition assistance, the FNS Regional Disaster Coordinator is the point of contact and represents ESF #11 in its dealings with the JFO Coordination Group, and is present or available for duty at the JFO on a 24-hour basis for the duration of the emergency response period.
- In the event of an outbreak of a highly contagious or economically devastating animal/zoonotic disease:
 - The State Coordinating Officer, who may be the State Veterinarian or other official from either the animal health or the emergency management community, serves as the State's principal point of contact with the Federal Government, represented by the Area Veterinarian in Charge for each State.
 - The State activates its State, regional, or local emergency operations centers (EOCs), as needed, as the State's base of operations for interfacing with local Governments, State agencies, and the private sector.
 - The State Veterinarian and Area Veterinarian in Charge establishes a Joint Operations Center, which serves as the focal point for coordinating the disease management decisionmaking process.
- In the event of an outbreak of a highly infective exotic plant disease or an economically devastating plant pest infestation:
 - Once ESF #11 is activated, the national response is coordinated by USDA at the NRCC. The coordinator convenes a conference call with appropriate support agencies and non-Federal partners to assess the situation and determine appropriate actions. The agency then alerts supporting organizations and requests that they provide representation.

- information released to the communications media and the public.
- In assisting with disease response, the local or county government activates its EOC to provide a local base of operations. In some States, a county emergency declaration may be needed to initiate county response activities.
- For food supply safety and security, the District and Field Offices nationwide coordinate the field response activities according to internal policies and procedures. A representative of a District Office(s) serves as the Senior USDA Federal Official of the JFO Coordination Group in the affected area.
- For assistance in protection of NCH resources, the DOI Regional Environmental Officer or designee is the initial point of contact within the RRCC and represents ESF #11 in dealing with the Federal Coordinating Officer or Federal Resources Coordinator.

Actions

Initial Actions

The ESF #11 coordinator provides information to and/or attends meetings of the Interagency Incident Management Group (IMG) for the duration of the incident. The primary agency for the incident assembles an interagency staff to support operations at the NRCC, RRCC, and JFO.

<p>Nutrition Assistance</p>	<ul style="list-style-type: none"> Determines the critical needs of the affected population in terms of numbers of people, their location, and usable food preparation facilities for congregate feeding. Catalogs available resources of food, transportation, equipment, storage, and distribution facilities and is able to locate these resources geographically. Ensures that all identified USDA food is fit for human consumption. Coordinates shipment of USDA food to staging areas within the affected area. Initiates direct market procurement of critical food supplies that are unavailable from existing inventories. Authorizes the Disaster Food Stamp Program.
<p>Animal and Plant Disease and Pest Response</p>	<ul style="list-style-type: none"> APHIS addresses the potential for outbreaks in multiple States and provides guidance to unaffected States in taking immediate precautionary measures within their borders. If a possible intentional pathogen release is reported, animal health authorities immediately notify USDA's Office of Inspector General (OIG), which in turn contacts the DHS Homeland Security Operations Center. As the situation warrants, the USDA OIG notifies and coordinates with the appropriate law enforcement agencies at the local, State, and Federal levels.

<p>Animal and Plant Disease and Pest Response (Continued)</p>	<ul style="list-style-type: none"> If criminal activity is suspected in connection with an outbreak, the USDA OIG works closely with the responding veterinary or plant diagnostics staff to ensure the proper handling and packing of any samples and their shipment to the appropriate research laboratory for testing and forensic analysis. The USDA OIG conducts any subsequent criminal investigation jointly with other appropriate Federal law enforcement agencies. If the outbreak is determined to be a criminal but not a terrorist act, the USDA OIG assumes primary Federal responsibility for a law enforcement response. If a terrorist act is suspected in connection with an outbreak, the USDA OIG notifies the Weapons of Mass Destruction Unit of the Department of Justice/Federal Bureau of Investigation (FBI). The USDA OIG, other appropriate Federal law enforcement agencies, and the FBI conduct a joint criminal investigation. The APHIS provides for the inspection, fumigation, disinfection, sanitation, pest extermination, and destruction of animals or articles found to be so infected or contaminated as to be sources of dangerous infection to human beings and takes such other measures as necessary.
<p>Food Supply Safety and Security</p>	<ul style="list-style-type: none"> Assesses the operating status of inspected meat, poultry, and egg product processing, distribution, import, and retail facilities in the affected area. Evaluates the adequacy of available inspectors, program investigators, and laboratory services relative to the emergency on a geographical basis.
<p>NCH Resources Protection</p>	<ul style="list-style-type: none"> Determines the critical needs and resources available for NCH resources protection, in consultation with State, local, tribal, and private entities. Based on this determination, DOI, USDA, and NOAA consult to determine which agency serves as the primary agency for the incident. Coordinates provision of necessary assistance within the affected area.

Ongoing Actions

<p>Nutrition Assistance</p>	<ul style="list-style-type: none"> Expedites requests, if any, for emergency issuance of food stamp benefits after access to commercial food channels is restored. Establishes logistical links with organizations involved in long-term congregate meal services. Establishes need for and effects replacement of food products transferred from existing FNS nutrition assistance program inventories.
<p>Animal and Plant Disease and Pest Response</p>	<ul style="list-style-type: none"> Provides information and recommendations to the IMG for incidents involving an outbreak of highly contagious/zoonotic animal disease, highly infective exotic plant disease, or economically devastating plant pest infestation that may require quarantine actions or that may impact intrastate/interstate commerce. Assigns veterinary personnel to assist in delivering animal health care to injured or abandoned animals and performing veterinary preventive medicine activities, including the conducting of field investigations and the provision of technical assistance and consultation as required.

Food Supply Safety and Security	<ul style="list-style-type: none"> ▪ Inspects and verifies slaughter and processing plants, distribution and retail sites, and import facilities at ports of entry. ▪ Engages in laboratory analysis activities to screen meat, poultry, and egg products for chemical, biological, and radiological agents. ▪ Suspends operations of meat, poultry, and egg processing plants as appropriate. ▪ Engages in surveillance of food safety/security-related illness, injury, and other consumer complaints. ▪ Coordinates with State, local, and voluntary organizations to determine the extent to which FSIS resources are needed and can be provided. ▪ Conducts product tracing to determine the source, destination, and disposition of adulterated and/or contaminated products. ▪ Controls all identified FSIS-inspected products at inspected establishments that are suspected or found to be adulterated through product recall, seizure, and detention and/or closures of regulated establishments.
NCH Resources Protection	<ul style="list-style-type: none"> ▪ Provides scientific/technical advice, information, and assistance to help prevent or minimize injury to and to preserve, protect, conserve, stabilize, rehabilitate, or restore NCH resources. ▪ Establishes logistical links with organizations involved in long-term NCH resources protection, preservation, conservation, rehabilitation, recovery, stabilization, and restoration.

Responsibilities

Coordinating Agency: Department of Agriculture

Agency	Functions
Nutrition Assistance Primary Agency: Department of Agriculture/Food and Nutrition Service	<ul style="list-style-type: none"> ▪ Determines the availability of USDA foods, including raw agricultural commodities (e.g. wheat, corn, oats, and rice) that could be used for human consumption and assesses damage to food supplies. ▪ Coordinates with State, local, and tribal officials to determine the nutrition needs of the population in the affected areas based on the following categories: acutely deficient, moderately deficient, self-sufficient, and surplus supplies. ▪ At the discretion of the Administrator of the FNS, and upon request by the State, approves emergency issuance of food stamp benefits to qualifying households within the affected area. ▪ At the discretion of the Administrator of the FNS, makes emergency food supplies available to households for take-home consumption in lieu of providing food stamp benefits for qualifying households. ▪ Works with State and voluntary agencies to develop a plan of operation that ensures timely distribution of food in good condition to the proper location, once need has been determined.

Agency	Functions
Animal and Plant Disease and Pest Response Primary Agency: Department of Agriculture/Animal and Plant Health Inspection Service	<p>Animal Diseases—APHIS, Veterinary Services</p> <ul style="list-style-type: none"> ▪ Detects animal disease anomalies and assigns Foreign Animal Disease Diagnosticians to conduct investigations. ▪ After diagnosis of disease, circulates warning notice to appropriate Federal and State officials in order to facilitate a more timely and efficient response. ▪ Coordinates tasks with other ESFs, Veterinary Medical Assistance Teams, and voluntary animal care organizations to respond. ▪ Coordinates surveillance activities along with ESF #8 – Public Health and Medical Services in zoonotic diseases. ▪ Coordinates with ESF #8 in the case of a natural disaster in which animal/veterinary/wildlife issues arise, to ensure support for such issues. <p>Plant Disease or Pests—APHIS, Plant Protection and Quarantine</p> <ul style="list-style-type: none"> ▪ In an exotic plant disease or plant pest of quarantine importance, the grower and/or the State land-grant university diagnostic laboratory or State Department of Agriculture diagnostic laboratory contacts the State Plant Regulatory Official as well as the State Plant Health Director of the Plant Protection and Quarantine program. The Director then notifies the Plant Protection and Quarantine program's regional and headquarters offices. ▪ Prior to initiation of an emergency response, the suspect specimen must be confirmed by a specialist recognized as an authority by the Plant Protection and Quarantine program's National Identification Services unit. Once confirmed, the appropriate Plant Protection and Quarantine Region Director and the Assistant Deputy Administrator for Pest Detection and Management Programs notifies the State Plant Regulatory Official and the State Plant Health Director in the State of origin that the presence of the exotic plant disease or plant pest has been confirmed. The Assistant Deputy Administrator then notifies the National Plant Board and all trading partners of the confirmation.
Food Supply Safety and Security Primary Agency: Department of Agriculture/Food Safety and Inspection Service	<ul style="list-style-type: none"> ▪ Assesses whether meat, poultry, and egg product processors, distributors, and importers in the affected area are able to provide safe and secure food. The operations of facilities that cannot produce unadulterated products are suspended, and other facilities continue to undergo regular or enhanced inspection and verification, including laboratory monitoring of food samples. ▪ Works with Federal, State, and local authorities as well as industry to conduct tracing, recall, and control of adulterated products. This includes proper disposal of contaminated products in order to protect public health and the environment in the affected area. ▪ Provides Geographic Information Systems mapping capability for the meat, poultry, and egg product facilities it regulates to assist State and local authorities to establish food control zones to protect the public health.

Agency	Functions
<p>NCH Resources Protection Initial Primary Agency: Department of the Interior</p>	<ul style="list-style-type: none"> ▪ Provides scientific/technical advice, information, and assistance to help prevent or minimize injury to and to restore or stabilize NCH resources. Areas covered include terrestrial and aquatic ecosystems; biological resources, including fish and wildlife, threatened and endangered species, and migratory birds; historic and prehistoric resources; mapping and geospatial data; geology; hydrology, including real-time water flow data; earthquakes and other natural hazards; on- and offshore minerals; energy; and coal mining. ▪ Makes available the response resources of the National Interagency Fire Center, such as incident management teams, communications equipment, transportation resources, temporary housing and feeding resources, etc., in cooperation with USDA and to the extent possible. ▪ Provides technical assistance in contract management, contracting, procurement, construction inspection, and NCH resources assessments and restoration (natural resources), preservation, protection, and stabilization. ▪ Provides technical and financial assistance to landowners and communities as appropriate to help assess the restoration needs for important fish and wildlife habitat and population restoration.
<p>NCH Resources Protection Department of Agriculture</p>	<ul style="list-style-type: none"> ▪ Provides technical advice, information, and assistance to help prevent or minimize injury to and to restore or stabilize NCH resources. Areas covered include: plant materials propagation; soil surveys; drought preparedness and mitigation; critical habitat, including environmentally sensitive and culturally significant areas; watershed survey, planning, protection, and rehabilitation; and reforestation and other erosion control. ▪ Provides technical and financial assistance to State and tribal governments in developing natural resource management and protection plans, primarily for forested areas. ▪ Provides emergency financial assistance to State and tribal governments for recovery efforts on forested lands as assessment needs are determined and funding resources become available.

Agency	Functions
<p>NCH Resources Protection Department of Commerce/National Oceanic and Atmospheric Administration</p>	<ul style="list-style-type: none"> ▪ Makes available an environmental data archive for determining baseline conditions. ▪ Provides contaminant analysis expertise and facilities. ▪ Provides aerial mapping and satellite remote sensing for damage assessment. ▪ Provides detailed site-specific weather forecasts and forecasts of travel time for river contaminants. ▪ Provides expertise and assistance on coral reefs and coral reef ecosystems. ▪ Provides expertise and consultation on marine mammals and essential fish habitat issues. ▪ Provides seafood inspection capabilities to assess safety, wholesomeness, proper labeling, and quality of fish and fishery products through process and product verifications, product evaluations and certifications, and laboratory analysis.
<p>Department of Defense (DOD)</p>	<ul style="list-style-type: none"> ▪ Assesses the availability of DOD food supplies and storage facilities capable of storing dry, chilled, and frozen food. ▪ Assesses the availability of DOD transportation equipment, material handling equipment, and personnel for support. This responsibility is confined to the posts, camps, and stations within or adjacent to the affected area. ▪ Assesses the availability of laboratory and diagnostic support, subject-matter expertise, and technical assistance that may be provided. ▪ Assists animal emergency response organizations, or others as requested and appropriate. Provides resources including senior Army Veterinary Corps Officers to function as Defense Veterinary Liaison Officers and Defense Veterinary Support Officers (who serve as the on-site point of contact for DOD veterinary functions) and other military specialists trained in foreign animal disease diagnosis, epidemiology, microbiology, immunology, entomology, pathology, and public health. ▪ Provides laboratory support to assist and augment the capabilities of APHIS. ▪ Assists in the development of response plans.
<p>Department of Energy</p>	<p>U.S. Army Corps of Engineers (DOD/USACE): Provides expertise and resources to assist in the removal and disposal of contaminated and noncontaminated debris, to include animal carcasses and debris affecting NCH resources.</p> <p>In the initial phase of a nuclear or radiological emergency, leads the multiagency Federal Radiological Monitoring and Assessment Center (FRMAC).</p>

Agency	Functions
Department of Health and Human Services (HHS)	<ul style="list-style-type: none"> ▪ Determines which foods are fit for human consumption and identifies potential problems of contaminated foods. ▪ Provides health education in the areas of food preparation and storage. ▪ Provides laboratory and diagnostic support, subject-matter expertise, and technical assistance as well as field investigators to assist in product tracing, inspection and monitoring, and interdicting activities. ▪ Provides human health-related information, including surveillance for foodborne disease and occupational safety and health issues.
Department of Homeland Security	<ul style="list-style-type: none"> ▪ Coordinates with the Infrastructure Liaison concerning all issues regarding the recovery and restoration of the associated critical infrastructure sector supported by the ESF, including the allocation and prioritization of resources, demographic information about the disaster area, and private sources of food. ▪ Provides additional support in interdicting adulterated products in transport and at ports of entry; subject-matter expertise and technical assistance (e.g., Customs and Border Protection Agricultural Specialists); and air and transport services (e.g., the U.S. Coast Guard), as needed, for personnel and laboratory samples. ▪ Maintains, through the Information Analysis and Infrastructure Protection Directorate, a database of critical infrastructure and key assets and maintains detailed information on selected sites derived from site visits and collection of vulnerability assessments. ▪ Provides assistance on issues relating to disasters on historic properties.
Animal and Plant Disease and Pest Response Department of the Interior/U.S. Geological Survey	<p>Serves as the point of contact for any zoonotic diseases involving wildlife. Assists in responding to a highly contagious/zoonotic disease, biohazard event, or other emergency involving wildlife by providing wildlife emergency response teams; geospatial assessment and mapping tools; assistance in the identification of new emerging and resurging zoonotic diseases; the services of a Biosafety Level 3 laboratory for diagnostic disease and biohazard analyses; assistance with the prevention, control, and eradication of any highly contagious/zoonotic disease involving wildlife; and carcass disposal facilities, as appropriate.</p>
Department of Labor	<p>The Occupational Safety and Health Administration provides worker safety and health technical assistance during emergency animal health and NCH resources protection activities. This assistance may include site safety monitoring, worker exposure sampling and analysis, and respirator fit-testing.</p>
Department of State	<p>Facilitates an integrated response between nations when animal and/or plant disease outbreaks represent transborder threats.</p>

Agency	Functions
Environmental Protection Agency	<ul style="list-style-type: none"> ▪ Provides technical assistance, subject-matter expertise, and support for biological, chemical, and other hazardous agents on contaminated facility remediation, environmental monitoring, and contaminated agriculture (animal/crops) and food product decontamination and disposal. ▪ Provides surge capacity for laboratory and diagnostic support. ▪ Works with USDA, HHS, and the private sector to identify suitable and available antimicrobial and other pesticides to be used for treatment and decontamination of pathogens on crops, on environmental surfaces, and in water. Approves the use of these pesticides. ▪ In the event of a nuclear or radiological emergency, supports the FRMAC during the initial phase of the emergency and leads the FRMAC for the later phases. Also provides protective action assistance through the Advisory Team for the Environment, Food, and Health. ▪ Provides investigative support and intelligence analysis for incidents involving oil or hazardous materials. ▪ Provides technical assistance in determining when water is suitable for human consumption and canning.
General Services Administration	<p>Supports the FNS for any necessary procurement efforts required to meet the needs of the affected population.</p>
American Red Cross	<p>Identifies and assesses requirements for food and distribution services on a two-phase basis: (1) critical emergency needs immediately after the disaster, and (2) longer-term sustained needs after the emergency phase has ended. Coordinates the food distribution efforts of other voluntary organizations.</p>
Department of Justice, Department of Transportation, and the U.S. Postal Service	<p>All have control over movement of people, conveyances, and/or things. In the event of a plant or animal disease they can help enforce a quarantine zone by inspection and movement control.</p>

Food and Agriculture Incident Annex

Coordinating Agencies:

Department of Agriculture
Department of Health and Human Services

Cooperating Agencies

Environmental Protection Agency
Department of Commerce
Department of Defense
Department of Energy
Department of Homeland Security
Department of the Interior
Department of Justice
Department of Labor
Department of State
Department of Transportation
Department of Veterans Affairs
General Services Administration
U.S. Agency for International Development
U.S. Postal Service
American Red Cross

Introduction

Purpose

The purpose of the Food and Agriculture Incident Annex is to describe how the Departments of Agriculture and Health and Human Services, and the Cooperating Agencies will respond to all incidents that require a coordinated Federal response involving the Nation's agriculture and food systems. This annex supports policies and procedures outlined in ESF#8, Public Health and Medical Services Annex; ESF#10, Oil and Hazardous Materials Response Annex; ESF#11, Agriculture and Natural Resources Annex; Terrorism Incident Law Enforcement and Investigation Annex; and the Federal Food and Agriculture Decontamination and Disposal Roles and Responsibilities document.

Scope

The Food and Agriculture Incident Annex outlines the actions, roles, and responsibilities associated with a response to a food or agriculture incident of known or unknown origin requiring Federal assistance. The protocols outlined in the annex apply to all actual or potential incidents. Actions described in this Annex may take place with or without a Presidential Stafford Act declaration or a public health

emergency declaration by the Secretary of Health and Human Services (HHS) or an emergency declaration by the Secretary of Agriculture (USDA). This Annex applies to incidents impacting food and agriculture that require a coordinated Federal response.

The objectives of a coordinated Federal response to an incident impacting food and agriculture are to:

- Detect the event through the reporting of illness, disease/pest surveillance, routine testing, consumer complaints and/or environmental monitoring;
- Establish the primary coordinating agency;
- Determine the source of the incident or outbreak;
- Control and contain the distribution of the affected source;
- Identify and protect the population at risk;
- Assess the public health, food, agriculture, and law enforcement implications;
- Assess the extent of residual biological, chemical, or radiological contamination and decontaminate and dispose as necessary;

A food and agriculture incident requiring a Federal coordinated response may threaten public health, animal nutrition, food production, aquaculture, livestock production, wildlife, soils, rangelands, and agricultural water supplies. Responding to the unique attributes of this type of incident requires separate planning considerations that are tailored to specific health and agriculture concerns and effects of the disease (e.g. deliberate contamination versus natural outbreaks; plant and animal versus processed food, etc.) Specific operational guidelines, developed by organizations with responsibility for the unique aspects of a particular disease or planning consideration, will supplement this annex and are intended as guidance to assist Federal, State, local and tribal public health and agriculture authorities.

Special Considerations

Detection of an intentional or unintentional contamination/adulteration of food, animals, plants, or a pest outbreak may occur in several different ways and involve several different modalities:

- A terrorist attack on food or agriculture may initially be indistinguishable from a naturally occurring event; moreover, depending upon the particular agent and associated symptoms, several days could pass before public health, food, agriculture and medical authorities even suspect that terrorism may be the cause.

In such a case, criminal intent may not be apparent until some time after illnesses are recognized.

- A devastating attack or the threat of an attack on the domestic animal population and plant crops through use of highly infective exotic diseases or pest infestation could result in severe economic loss. Early detection, allowing for early intervention, would come from agriculture expert authority reports as well as unusual patterns in surveillance systems.
- A food or agricultural incident may involve international trade.

Policies

- If any agency becomes aware of an overt threat involving biological, chemical, or radiological agents or indications that instances of disease may not be the result of natural causes, the Department of Justice must be notified through the Federal Bureau of Investigation (FBI), Weapons of Mass Destruction Operations Unit (WMDOU). The FBI, in turn, immediately notifies the Department of Homeland Security (DHS) Homeland Security Operations Center (HSOC) and the National Counterterrorism Center (NCTC).
- USDA and HHS, or both Departments acting in coordination, will serve as the overall primary coordinating agency for food and agricultural incidents that are not designated as Incidents of National Significance using established departmental procedures. USDA and/or HHS will be supported by other federal agencies as appropriate. For Incidents of National Significance involving food or agriculture, USDA and HHS will perform the roles described in this Annex in coordination with the Department of Homeland Security (DHS) and State partners. USDA and/or HHS will function as Senior Federal Officials within the Joint Field Office Coordination Group when the incident requires the appointment of a Principal Federal Official and/or a Federal Coordinating Officer.
- Coordinating agencies will use the structure consistent with the NRP and the National Incident Management Systems (NIMS) to carry out their response duties affecting State, local, and tribal governments.
- Nothing in this plan alters or impedes the ability of Federal, State, local, and tribal governments from carrying out their specific authorities to perform their responsibilities under law.
- Participating Federal agencies may take appropriate independent emergency actions within the limits of their own statutory authority to protect the public, mitigate immediate hazards, and collect information concerning the emergency.

This may require deploying assets before they are requested via normal NRP protocols.

- State, local, and tribal governments are primarily responsible for detecting and responding to food and agriculture incidents and implementing measures to minimize the health and economic consequences of such an incident or outbreak.
- This annex does not create any new authorities nor change any existing ones.

Planning Assumptions

- The first evidence of dissemination of an agent may be the presentation of disease in humans, animals or plants. This could manifest either in clinical case reports to domestic or international public health or agriculture authorities or in unusual patterns of symptoms or encounters within domestic or international human and animal health and crop production surveillance systems.
- Food and agriculture surveillance systems may detect the presence of a radiological, chemical or biological agent and trigger directed environmental sampling and intensified human and animal surveillance to rule out or confirm a case. If a case is confirmed, then these systems may allow for mobilization of a public health, medical, and law enforcement response in advance of the appearance of the first human and/or animal cases or quick response after the first human and/or animal cases are identified.
- The occurrence or threat of multiple catastrophic incidents may significantly reduce the size, speed, and depth of the federal response. If deemed necessary or prudent, the Federal Government may reallocate finite resources to respond appropriately.
- A food and agriculture incident may be distributed across multiple jurisdictions simultaneously. Response to this incident could require the simultaneous management of multiple “incident sites” from national and regional headquarters locations in coordination with multiple state and local jurisdictions.
- The Federal Government supports affected State, local, and tribal health or agriculture jurisdictions as requested or required. The response by Federal agencies is flexible and adapts as necessary to respond to the incident.
- An act of food tampering or agro-terrorism, particularly an act directed against large sectors of the industry within the United States, will have major consequences that can overwhelm the capabilities of many State, local, and tribal governments to respond and may seriously challenge existing Federal response capabilities.

- A food or agriculture incident may include biological, chemical, or radiological contaminants, which may require concurrent implementation of other federal plans and procedures.
- Food and agriculture incidents may not be immediately recognized as such until the biological, chemical, or radiological agent is detected or the effects of exposure on the public, animals, or plants are reported to appropriate authorities.
- No single entity possesses the authority, expertise, and resources to act unilaterally on the many complex issues that may arise in response to a food or agricultural incident.

Concept of Operations

General

The primary functions of the Food and Agriculture Incident Annex are to:

- Support effective and coordinated communication between Federal, state, and local responders to a potential or actual incident that require a coordinated Federal response impacting food and agriculture
- Minimize public health and economic impacts of a food and agriculture-related incident
- Specify roles and responsibilities of coordinating Federal agencies and departments
- Provide transition from response to rapid recovery following a food and agriculture-related incident.

The key elements for an effective response to a food or agriculture incident include the following:

- Rapid identification, detection, and confirmation of the incident;
- Implementation of an integrated response to a food attack/adulteration, highly contagious animal/zoonotic or exotic plant disease or plant pest infestation;
- Identification of the human and animal population, and/or plants at risk;
- Determination of how the agent involved was transmitted, including an assessment of the efficiency of transmission;
- Determination of the public health and economic implications;

- Control, containment, decontamination, and disposal;
- Protection of the population(s) and/or plants at risk through appropriate measures;
- Dissemination of information to advise the public of the incident;
- Communication with all relevant stakeholders;
- Assessment of environmental contamination and extent of clean-up, decontamination, and disposal of livestock carcasses, plants, or food products involved; and
- Identification of the law enforcement implications/assessment of the threat.

Primary Federal functions include supporting State, local, and tribal public health, food, and agriculture entities according to the policies and procedures detailed in the NRP.

Incident Detection and Identification

Determination of Incident

State, local, or tribal authorities may be among the first to recognize the initial indication of intentional or naturally occurring contamination of food, of highly infective plant or animal disease, or of an economically devastating plant pest infestation or animal disease. Recognition may come from a significantly increased number of people reporting ill to public health care providers, increased reporting of sick animals to veterinarians or animal health officials, or numerous plant anomalies reported by state officials, or the public. Other sources may include routine laboratory surveillance, inspection reports, consumer complaint systems and hotlines. Therefore, the most critical decision-making support requires surveillance information, identification of the cause of the incident, a determination of whether the incident is intentional or naturally occurring, and the identification of the human or animal population and/or plants at risk.

Laboratory Testing

Identification and confirmation of contaminated food or the environment, highly infective animals and plants, or an economically devastating plant pest infestation, may occur through routine surveillance and laboratory testing.

DHS established the Integrated Consortium of Laboratory Networks (ICLN) to assure that the U.S. homeland security infrastructure has a coordinated and operational system of laboratory networks that provide timely, high quality, and interpretable results for early detection and effective consequence management of acts of terrorism and other events requiring an integrated laboratory response. The ICLN provides an interagency

organizational structure for the nation's advanced-capacity laboratories to detect, respond to, and recover from Incidents of National Significance involving human health, animal health, food, agriculture, and plants. The collective national laboratory testing capacity of the ICLN derives from utilization of established laboratory networks such as the Food Emergency Response Network (FERN); the Laboratory Response Network (LRN); the National Animal Health Laboratory Network (NAHLN); the National Plant Diagnostic Network (NPDN); and additional laboratory networks within the Federal agencies with responsibilities and authorities for laboratory preparedness and response.

Notification

A potential or actual incident requiring a Federal coordinate response involving contaminated food, infected animals or plants, or economically devastating plant pest infestation shall be brought to the immediate attention of the Secretary of Agriculture and the Secretary of HHS. The HHS Secretary then notifies the Assistant Secretary for Public Health Emergency Preparedness. This incident shall also be brought to the attention of designated officials according to ESF #8 Annex and ESF #11 Annex as well as departmental policies. If terrorist or other criminal activity is suspected in connection with the incident, procedures outlined in the Terrorism Incident Law Enforcement and Investigation Annex will be followed. USDA and HHS are responsible for notifying the Secretary of Homeland Security through the National Operations Center.

A potential or actual incident requiring a Federal coordinated response involving food, animals, or plants shall be brought to the immediate attention of the appropriate industry segments by regulatory officials (HHS, USDA, or EPA), particularly in the instance of a terrorist attack.

International Notification

Once a positive determination is made that an identified contaminated/adulterated food or agricultural product has crossed the U.S. border, HHS and/or USDA will notify the Department of State and other international agencies as appropriate.

Activation

Once notified of a credible threat of contamination/adulteration or a natural or intentional disease outbreak in humans, plants, or animals, HHS and USDA will coordinate with Federal, State, local, and tribal authorities and key industry entities to determine the extent to which Federal, state, local, tribal and industry resources are needed and can be provided. HHS and USDA will coordinate with ESF #8 and #11 partners to assess the situation and determine appropriate public health, food, and agriculture actions. Some or all of the ensuing actions may include:

- Targeted epidemiologic investigation;
- Increased surveillance for patients with certain clinical signs and symptoms;
- Increased surveillance of animals for certain clinical signs and symptoms;

- Increased surveillance of plants for signs of disease or other pest infestation;
- Targeted inspection of human food and animal feed manufacturing, distributing, retail and other facilities as appropriate; and
- Increased inspection of plants and animals for contamination.

Actions

The following steps are required to contain and control a food or agricultural incident requiring a Federal coordinated response:

- HHS and USDA will assist State, local, and tribal authorities:
 - To ensure the safety and security of the food and agricultural infrastructure in the affected area as needed;
 - In inspecting food facilities that can continue to operate in the affected area as needed;
 - In conducting laboratory tests to identify contaminated food, animals, or plants;
 - In conducting product traceback and trace forward investigations of identified food, animals, or plants; and,
 - To embargo, detain, seize, recall, or condemn affected food, animals, or plants.
- EPA will approve, as appropriate, requests from Federal and State authorities and industry for the use of pesticides to decontaminate plants, animal facilities, and food facilities from biological contaminants.
- HHS, USDA, and EPA will:
 - Provide technical assistance and guidance to state, local, and tribal authorities who are coordinating food facility cleaning and decontamination, depending on the nature of the contaminating agent;
 - Provide technical assistance and guidance to state, local, and tribal authorities who are coordinating the disposal of contaminated food, animal carcasses, or plants;
 - Coordinate with Federal, State, tribal, and local authorities as well as the food and agriculture industry during the investigation, response, decontamination, disposal and recovery efforts;
 - Coordinate with DHS, State, local, tribal and other Federal agencies on the messages released to the public to ensure that communications are consistent and accurate.

Responsibilities

This section summarizes Federal coordinating agency responsibilities in response to a potential or actual incidence requiring a Federal coordinated response that involves contaminated food, infected animals or plants. The procedures in this annex are built on the core coordinating structures of the NRP. The specific responsibilities of each department and agency are described in greater detail in the respective ESFs.

Coordinating Agencies

Department of Health and Human Services

HHS provides leadership by ensuring the safety and security of food, animal feed, food-producing animals, and animal therapeutics. HHS, through the Centers for Disease Control and Prevention and in coordination with the states, develops and implements surveillance systems to monitor the health of the human population. [Note: HHS, through the Food and Drug Administration (FDA), has statutory authority for all domestic and imported food except meat, poultry, and egg products, which are under the authority of the USDA/Food Safety and Inspection Service (FSIS). FDA also has statutory authority for animal feed and for the approval of animal drugs intended for both therapeutic and non-therapeutic use in food animals as well as companion animals.]

Department of Agriculture

USDA provides leadership by assuring the safety and security of processed meat, poultry and egg products through the Food Safety and Inspection Service (FSIS); coordinating animal and plant disease and pest response through the Animal and Plant Health Inspection Service (APHIS); and providing nutritional assistance through the Food and Nutrition Service (FNS). (Note: USDA, through FSIS, has statutory authority for meat, poultry and egg products.)

Additional roles and responsibilities of cooperating agencies are provided in the table below.

Agency Roles and Responsibilities Matrix*																	
Function	ARC	DHS	DOC	DOD	DOE	DOI	DOJ	DOL	DOS	DOT	EPA	GSA	HHS	USAID	USDA	USPS	VA
Coordination		■													■		
National Defense and security				■													
Rapid ID of agent		■															
Laboratory Confirmation					■										■		
Outbreak Transmission Information						■									■		
Control and Contain Outbreak															■		
Decontamination and Disposal											■				■		
Food Safety and Food Defense															■		
Public Health															■		
Public Information															■		
Law Enforcement Issues		■					■								■		
Economic, Market Issues			■					■							■		
Support Services (Feeding, Facilities, Counseling, Transport)	■			■	■					■					■	■	■
International Coordination									■					■			

*Additional information may be found in ESF-8 and ESF-11.