

## **APPENDIX XI: EMERGENCY SUPPORT FUNCTION 11 - FOOD AND WATER**

**PRIMARY AGENCY:** Department of Agriculture and Consumer Services

**SUPPORT AGENCIES:** United States Department of Agriculture, American Red Cross, The Salvation Army, School Board Districts (School Food Service Offices), Department of Health (Women, Infant, and Children's Bureau), Department of Children and Families, Department of Elder Affairs

### **I. INTRODUCTION**

The purpose of this Emergency Support Function is to identify food, water, and ice needs in the aftermath of a disaster or emergency; obtain these resources; and transport them to the impact area. Food supplies obtained and distributed by Emergency Support Function 11 (Food and Water) will be dispensed to disaster survivors through the agencies of Emergency Support Function 6 (Mass Care).

### **II. CONCEPT OF OPERATIONS**

#### **A. GENERAL**

1. Emergency Support Function 11 will operate under existing United States Department of Agriculture authorities and regulations as well as Public Law 93-288, as amended, and the State Comprehensive Emergency Management Plan (The Plan), to provide disaster food supplies to designated disaster staging areas and mass feeding sites.
2. Following a notification of an impending major disaster or emergency, Emergency Support Function 11 will be staffed at the State Emergency Operations Center on a 24-hour basis as needed.
3. Emergency Support Function 11 will use damage projection models to calculate the number of people who may be affected in order to assess the amount of food, water and ice needed to meet the anticipated demand. Warehouse inventories will be tabulated and if additional food supplies are needed, Emergency Support Function 11 will obtain the food, primarily through the United States Department of Agriculture, and transport such supplies to the disaster feeding organizations or staging areas.
4. Emergency Support Function 11 will provide food for the mass feeding sites from the inventory of commodities provided by the United States Department of Agriculture for the National School Lunch Program. Quantity usage tables will be used to address serving sizes and quantities needed. These tables will be used for the purpose of ordering, forecasting, and supplying data. Other mass care organizations with food resources will supplement the food supply.

5. Emergency Support Function 11 will provide staff in the disaster area to oversee the inventory of food, water and ice resources and to assess the effectiveness of the food distribution network. Emergency Support Function 11 will coordinate with county officials, Emergency Support Function 6 and the Logistics section to ensure ample and timely deliveries of food, water and ice supplies.
6. Emergency Support Function 11 will coordinate with the federal Emergency Support Function 3 (Public Works), which is responsible for providing potable water and ice at the federal level.

## **B. ORGANIZATION**

During an emergency or disaster, the primary agency of Emergency Support Function 11 will assign personnel to the State Emergency Operations Center. Emergency Support Function 11 will respond directly to the Human Services Branch Director who reports to the Operations Section Chief (**see Chapter 4, Section M of the Basic Plan**). The following organization will be adhered to by Emergency Support Function 11:

1. The Department of Agriculture and Consumer Services, Bureau of Food Distribution, has primary responsibility for all Emergency Support Function 11 activities. The Food Distribution Officer and Incident Commander will direct response and recovery activities for this Emergency Support Function from the State Emergency Operations Center.
2. Upon activation of this Emergency Support Function, the Food Distribution Officer/Incident Commander or designee will be responsible for ensuring all food, water and ice concerns are addressed. Additional support agencies and organizations may be utilized and will either be tasked to provide a representative to the State Emergency Operations Center or to provide a representative who will be immediately available via telecommunications means (telephone, facsimile, conference call, etc.).

## **C. OPERATIONAL OBJECTIVES**

1. Preparedness Objectives:
  - a. Maintain an accurate roster of personnel assigned to perform Emergency Support Function 11 duties during a disaster.
  - b. Identify and schedule periodic disaster response training for Emergency Support Function 11 assigned personnel.
  - c. Periodically update the list of available water and ice vendors.
  - d. Obtain information annually regarding the number of infants born in Florida per year/per county from the Department of Health's

Women, Infant, and Children's Bureau or directly from the Bureau of Vital Statistics.

- e. As needed, acquire from the Division of Food Safety a list of certified water and ice plants in Florida.

2. Response Objectives:

- a. Obtain inventory of United States Department of Agriculture food supplies available in the state-contracted warehouse(s) and, if needed, school warehouses.
- b. Contact water and ice vendors on state term contract; obtain quotes as necessary. Locate other water and ice vendors and obtain availability, delivery and pricing information, if additional sources needed.
- c. Notify United States Department of Agriculture of State Emergency Operations Center activation.
- d. Work with Logistics Section to ascertain estimate of population needing assistance and anticipated number of Points of Distribution to determine the volume of water and ice needed to support the Points of Distribution and affected population.
- e. Once an Executive Order is issued and in coordination with Logistics section, place orders for water and ice. Determine location of pre-mobilization areas, if established, for initial receipt and subsequent dispatching of trucks of water and ice.
- f. Authorize the release of United States Department of Agriculture commodities to disaster feeding organizations for feeding of sheltered population. Notify United States Department of Agriculture that commodities are being released for feeding in shelters.
- g. Provide and obtain a signed Application - United States Department Of Agriculture Commodities for Disaster Feeding from the pertinent disaster feeding organizations.
- h. Work with the vendors and the site management team to monitor the arrival and staging of trucks of water and ice at the pre-mobilization area and maintain an inventory.
- i. Coordinate with United States Department of Agriculture and submit Action Request Forms for baby food and formula. As needed, acquire additional supplies of baby food and formula from commercial sources for distribution in addition to mass feeding sites.

- j. Initiate plan for deployment of ESF 11 Logistical Staging Area team(s) and determine departure time and destination(s).
- k. Work with Emergency Support Function 12 (Energy) to determine power outages for estimated ice needs and quantities.
- l. Work with Emergency Support Function 8 (Health and Medical) and Emergency Support Function 10 (Hazardous Materials) to monitor water contamination in the disaster area and estimate water needs and quantities.
- m. In collaboration with Logistics Section, deploy trucks of water and ice to the designated Logistical Staging Area(s), Points of Distributions and the State Logistics Response Center.
- n. Coordinate with disaster feeding organizations to determine their water and ice needs.
- o. Coordinate with Emergency Support Function 6 to obtain the locations of all mass feeding sites.
- p. Provide United States Department of Agriculture commodities to the disaster feeding organizations, as requested, for use at their feeding sites.
- q. On a daily basis, obtain from Emergency Support Function 6, the total number of meals served the previous day by the disaster feeding organizations.
- r. Coordinate with Logistics Section or submit an Action Request Form, as appropriate, to obtain additional refrigerated trailers and water tenders, if needed.
- s. Coordinate with Emergency Support Function 15 to direct offers of donated supplies, particularly food items for home consumption, to non-profit organizations serving those in need.
- t. Monitor and coordinate the flow of food, water and ice supplies into the impact area.
- u. Monitor inventories at State Logistics Response Center and Logistical Staging Area(s).
- v. Monitor inventories of United States Department of Agriculture commodities in state warehouses and, as needed, request additional commodities from the United States Department of Agriculture.
- w. Coordinate with the state Logistics Section and/or the federal Emergency Support Function 3 for additional quantities of water and ice, if appropriate.

- x. Coordinate with ESF 6 and disaster feeding organizations to determine need for other, non-USDA, foods and related items to support the kitchens, especially in a catastrophic event.
  - y. Work with the State Multi-Agency Feeding Group and commercial food vendors to determine amounts, acquire food and related items as needed and appropriate.
  - z. Evaluate the need to demobilize resources (personnel and assets).
  - aa. Coordinate with the Division of Food Safety for deployment of retail food inspectors as needed.
3. Recovery - Emergency Support Function 11 will:
- a. Assess special food concerns of the affected residents.
  - c. Document and report all emergency-related response activities and their costs to appropriate personnel.
4. Mitigation - None

#### **D. DIRECTION AND CONTROL**

1. Policies:
- a. Activate upon notification of a potential or actual disaster or emergency.
  - b. Provide suitable food, water and ice for congregate meal service, as appropriate.
  - c. Encourage the use of congregate feeding arrangements as the primary outlet for disaster food supplies.
  - d. If authorized in writing by the United States Department of Agriculture, secure and make available for distribution, food suitable for household consumption.
  - e. Consult with the Department of Children and Families concerning issuance of Disaster Supplemental Nutrition Assistance Program benefits (food stamps).
2. Decision making authority
- a. The Food Distribution Officer has the authority to allocate resources, expend funds and direct personnel to meet the responsibilities outlined for Emergency Support Function 11 in the Plan or to complete missions assigned to Emergency Support

Function 11 by the State Coordinating Officer or his designated representative in the State Emergency Operations Center.

- b. The Food Distribution Officer will designate, in writing, a Shift Leader for each Emergency Support Function 11 shift operating in the State Emergency Operations Center, and a Team Leader for the Emergency Support Function 11 component of the Logistical Staging Area Team or Forward State Emergency Response Team, if deployed, operating in the disaster area.
- c. The designated shift/team leader has the authority, in consultation with the Food Distribution Officer, to take those actions necessary to meet the responsibilities outlined for Emergency Support Function 11. This would include completing all missions assigned by the State Coordinating Officer or designee.

3. Coordination

- a. All actions taken by Emergency Support Function 11 will be guided by and coordinated with the State Emergency Response Team Chief and local disaster officials.
- b. Emergency Support Function 11 will coordinate with, and provide support, as appropriate, to Emergency Support Function 6.
- c. The Food Distribution Officer or designated representative (Shift/Team Leaders) will coordinate the activities and requirements of the various Emergency Support Function 11 support agencies.
- d. In case of federal activation, the Food Distribution Officer or designated representative (Shift/Team Leaders) will coordinate the allocation of appropriate federal Emergency Support Function 11 resources.
- e. Support agencies of Emergency Support Function 11 may serve the State Emergency Response Team in various areas of any forward operations teams.

### III. RESPONSIBILITIES

#### A. PRIMARY AGENCY – DEPARTMENT OF AGRICULTURE AND CONSUMER SERVICES

- 1. Determine the availability of United States Department of Agriculture foods that are safe for human consumption within the disaster area.
- 2. Coordinate with the Division of Emergency Management, Emergency Support Function 6 (Mass Care), and local officials to determine food, water, and ice needs for the population in the impact areas.

3. If authorized by the United States Department of Agriculture and in the absence of Disaster Supplemental Nutrition Assistance Program benefits (food stamps), provide emergency food supplies for distribution to eligible households for home consumption.
4. Provide appropriate information to the designated section(s) of the State Emergency Operations Center on a regular basis.
5. Develop a plan of operation that will ensure timely distribution of food supplies to mass care locations.
6. Maintain records of the cost of supplies, resources, and employee-hours expended in response to the disaster.
7. Monitor the number of mass feeding sites providing food to disaster survivors.

**B. SUPPORT AGENCIES**

1. American Red Cross
  - a. Assist in identifying and assessing the requirements for food on a two-phase basis: critical emergency needs immediately after the disaster and long-term sustained needs after the emergency phase is over.
  - b. Assist with the distribution of coordinated disaster relief supplies.
  - c. Per established agreements with private vendors, supplement United States Department of Agriculture food stocks.
  - d. Provide meal counts, excluding snacks, by county, on a daily basis, through Emergency Support Function 6.
2. Department of Health
  - a. Provide demographic information on the infant population in the potential impact area, as needed.
  - b. If needed, provide current information on commercial sources of infant formula.
3. Department of Children and Families
  - a. Authorize and coordinate the issuance of Disaster Supplemental Nutrition Assistance Program benefits (food stamps).
4. Department of Elder Affairs
  - a. Provide demographic information on the elder population in the potential impact area, as needed.

- b. Provide strategies for addressing elderly feeding concerns.
5. School Board Districts (School Food Service Offices)
  - a. Provide inventories of readily identifiable USDA food supplies available in their warehouses.
  - b. School Food Service Directors in the impacted counties will work with Emergency Support Function 11 to provide available USDA food to designated disaster feeding organizations.
  - c. Report quantities and types of USDA food utilized for disaster feeding to appropriate Department of Agriculture and Consumer Services, Bureau of Food Distribution, staff after the disaster.
6. The Salvation Army
  - a. Assist in identifying and assessing the requirements for food on a two-phase basis: critical emergency needs immediately after the disaster and long-term sustained needs after the emergency phase is over.
  - b. Assist with the distribution of coordinated disaster relief supplies.
  - c. Per established agreements with private vendors, supplement United States Department of Agriculture food stocks.
  - d. Provide meal counts, excluding snacks, by county, on a daily basis, through Emergency Support Function 6.

#### **IV. FINANCIAL MANAGEMENT**

##### **A. DOCUMENTATION OF EXPENDITURES**

1. The Food Distribution Officer or designated representative (Shift/Team Leaders) will be responsible for approving all expenditures incurred by Emergency Support Function 11 related to the incident.
2. With the activation of the State Emergency Operations Center at Level 1, the Food Distribution Officer will appoint, in writing, an Emergency Support Function 11 Financial Officer. The Emergency Support Function 11 Financial Officer will have the following responsibilities:
  - a. Obtain from the Department of Agriculture and Consumer Services the budgetary organization code for the existing incident. Document all expenditures by the Emergency Support Function 11 using this organization code for cost recovery subsequent to the incident period.

- b. Supervise the maintenance of a personnel log that tracks the hours worked by all Emergency Support Function 11 personnel during the incident period.
- c. Every 24 hours during the incident period, prepare a report summarizing the dollar costs and personnel hours expended during the previous 24 hours, and during the incident to date. This report will be delivered on a daily basis to the Food Distribution Officer and appropriate personnel of the Department of Agriculture including the Director of the Division of Marketing or his designee, designated personnel in the Bureau of Finance and Accounting, and other appropriate personnel.
- d. Notify appropriate personnel in the Bureau of Finance and Accounting of the time and telephone number for reporting expenditures to the Emergency Operations Center Finance Section.
- e. Provide copy of purchasing documents, i.e., field purchase order, Purchasing-card documentation, invoices, etc., to the Bureau of Food Distribution Accountant, Department's Purchasing Director, and the Bureau of Finance and Accounting, as expenditures are made.
- e. Obtain a copy, when issued, of the Governor's Executive Order/Declaration of Emergency for the incident and transmit to specific departmental personnel, as required.

**B. COMMUNICATING EXPENDITURES TO THE AGENCY**

The Department of Agriculture and Consumer Services, Division of Marketing, will be responsible for communicating the level of expenditures related to the incident to the Director, Division of Administration, Florida Department of Agriculture and Consumer Services.