

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 Emergency Support Function 11 (ESF 11) 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 ESF 11 will be dispensed to disaster survivors through the agencies of ESF 6 (Mass Care).

II. CONCEPT OF OPERATIONS

A. GENERAL

1. ESF 11 will operate under existing United States Department of Agriculture (USDA) authority and regulations as well as Public Law 93-288, as amended, and the State Comprehensive Emergency Management Plan (CEMP), 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, ESF 11 will be staffed at the State Emergency Operations Center (SEOC) on a 24-hour basis as needed.
3. ESF 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, ESF 11 will obtain the food, primarily through the USDA, and transport such supplies to the disaster feeding organizations or staging areas.
4. ESF 11 will provide food for the mass feeding sites from the inventory of USDA foods provided by the USDA 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. ESF 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. ESF 11 will coordinate with ESF 6 and the State Emergency Response Team (SERT) Logistics Section to ensure ample and timely deliveries of food, water and ice supplies.

6. ESF 11 will coordinate with the federal ESF 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 ESF 11 will assign personnel to the SEOC. ESF 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 ESF 11:

1. The Florida Department of Agriculture and Consumer Services (FDACS) has primary responsibility for all ESF 11 activities. The ESF 11 Emergency Coordinating Officer (ECO), Alternate ECO and/or Incident Commander will direct response and recovery activities for this ESF from the SEOC.
2. Upon activation of ESF 11, the ESF 11 ECO/Incident Commander or designee will be responsible for ensuring all food, water and ice concerns are addressed. Additional support agencies, organizations and vendors may be utilized and will either be tasked to provide a representative to the SEOC 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 ESF 11 duties during a disaster.
 - b. Identify and schedule periodic disaster response training for ESF 11 assigned personnel.
 - c. Obtain information annually regarding the number of infants born in Florida per year/per county from the Department of Health (DOH), Bureau of Vital Statistics.
 - d. As needed, acquire from the Division of Food Safety a list of certified water and ice plants in Florida.
2. Response Objectives:
 - a. Immediately activate an ESF 11 coordinating function able to assess and coordinate the operational requirements and shortfalls, and request additional Federal/state resources as needed.
 - b. Obtain inventory of USDA food supplies available in the state-contracted warehouse(s) and, if needed, school districts' own or leased warehouses. Notify USDA of the SEOC activation.

- c. 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.
- d. Work with Logistics Section to ascertain estimate of population needing assistance and anticipated number of Points of Distribution (POD) to determine the volume of water and ice needed to support the PODs 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 USDA foods to disaster feeding organizations for feeding of sheltered population. Notify USDA that USDA foods are being released for mass feeding.
- g. Provide and obtain a signed USDA Foods for Disaster Feeding Application 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 to determine replenishment requirements.
- i. Determine quantities of baby formula and food necessary for the event. Coordinate with USDA and submit Action Request Forms for baby food and formula. As needed, acquire additional supplies of baby food, formula, food supplements for infants and children, and other baby supplies from commercial sources for distribution through mass feeding sites and other appropriate outlets.
- j. Initiate plan for deployment of ESF 11 State Logistics Response Center (SLRC) team and, if needed, Logistical Staging Area team(s) and determine departure time and destination(s).
- k. Work with ESF 12 (Energy) and/or use EM Constellation to determine power outages for estimated ice needs and quantities.
- l. Work with ESF 8 (Health and Medical) and ESF 10 (Hazardous Materials) to monitor water contamination and boil water orders 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), PODs and the SLRC.

- n. Coordinate with ESF 6 to obtain the locations of all kitchens and mass feeding sites, update as needed.
- o. Provide USDA foods to the disaster feeding organizations, as requested, for mass feeding purposes.
- p. On a daily basis, obtain from ESF 6, the total number of meals served the previous day by the disaster feeding organizations. Submit the information to the USDA Southeast Regional Office designated staff.
- q. Coordinate with Logistics Section or submit an Action Request Form to FEMA, as appropriate, to obtain additional refrigerated trailers and water tenders, if needed.
- r. Coordinate with ESF 15 to direct offers of donated supplies, particularly food items for home consumption, to non-profit organizations serving those in need.
- s. Monitor and coordinate the flow of food, water and ice supplies into the impact area.
- t. Monitor inventories at SLRC and Logistical Staging Area(s); order replenishment as needed.
- u. Monitor inventories of USDA foods in state warehouses and, as needed, request additional foods from the USDA.
- v. Coordinate with the SERT Logistics Section and/or the federal ESF 3 for additional quantities of water and ice, if appropriate.
- w. 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.
- x. Work with the State Multi-Agency Feeding Task Force and commercial food vendors to identify and determine amounts of commercial food required; acquire food and related items as needed and appropriate.
- y. Determine need for and amount of adult food supplement necessary for the event. Work with commercial vendors to acquire adequate quantities for distribution through mass feeding organizations, Department of Elder Affairs and other outlets.
- 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 Objectives:
 - a. Assess special food concerns of the affected residents.
 - b. Document and report all emergency-related response activities and their costs to appropriate personnel.
4. Mitigation Objectives:
 - a. 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 USDA, secure and make available for distribution, sufficient amounts of food suitable for household consumption.
 - e. Consult with the Florida Department of Children and Families (DCF) concerning issuance of Disaster Supplemental Nutrition Assistance Program benefits (D-SNAP, aka disaster food stamps).
2. Decision making authority
 - a. The ESF 11 ECO has the authority to allocate resources, expend funds and direct personnel to meet the responsibilities outlined for ESF 11 in the Plan or to complete missions assigned to ESF 11 by the State Coordinating Officer (SCO) or his designated representative in the SEOC.
 - b. The ESF 11 ECO will designate, in writing, a Shift Leader for each ESF 11 shift operating in the SEOC, and a Team Leader for the ESF 11 component of the SLRC, Logistical Staging Area Team or Forward State Emergency Response Team (FSERT), if deployed, operating in the disaster area.
 - c. The designated shift/team leader has the authority, in consultation with the ESF 11 ECO, to take those actions necessary to meet the responsibilities outlined for ESF 11. This would include completing all missions assigned by the SCO or designee.

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

III. RESPONSIBILITIES

A. PRIMARY AGENCY – DEPARTMENT OF AGRICULTURE AND CONSUMER SERVICES

1. Determine the availability of USDA foods that are safe for human consumption within the disaster area.
2. Coordinate with DEM, ESF 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 USDA and in the absence of Disaster Supplemental Nutrition Assistance Program benefits (D-SNAP; aka disaster 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 SEOC 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 USDA food stocks.
 - d. Provide meal counts, excluding snacks, by county, on a daily basis, through ESF 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 (D-SNAP; aka 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 ESF 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 FDACS 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 USDA food stocks.
- d. Provide meal counts, excluding snacks, by county, on a daily basis, through ESF 6.

IV. FINANCIAL MANAGEMENT

A. DOCUMENTATION OF EXPENDITURES

- 1. The ESF 11 ECO or designated representative (Shift/Team Leaders) will be responsible for approving all expenditures incurred by ESF 11 related to the incident.
- 2. With the activation of the SEOC at Level 1, the ESF 11 ECO will appoint, in writing, an ESF 11 Financial Officer. The ESF 11 Financial Officer will have the following responsibilities:
 - a. Obtain from FDACS the budgetary organization code for the particular incident. Document all expenditures by the ESF 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 ESF 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 ESF 11 ECO and appropriate personnel of FDACS 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 SEOC 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.

- f. Obtain a copy, when issued, of the Governor's Executive Order/Declaration of Emergency for the incident and transmit to specific departmental personnel, including Commissioner's office, as required.

B. COMMUNICATING EXPENDITURES TO THE AGENCY

FDACS, Division of Marketing, will be responsible for communicating the level of expenditures related to the incident to the Director, Division of Administration, FDACS.