

**2015**

**EMERGENCY SUPPORT FUNCTION**



**FOOD AND WATER**

Mar 10

## **Emergency Support Function (ESF) 11 Food and Water**

**Primary Agency:** Department of Agriculture and Consumer Services  
(Division of Forestry)

**Support Agencies:** American Red Cross of Northwest Florida  
Salvation Army  
Florida Department of Children and Families  
Faith Based Organizations

### **I. Purpose**

The purpose of Emergency Support Function 11 is to plan for and provide the distribution of food, water and ice to local victims following a disaster. Process all requests for needs and donations of food and water supplies in coordination with ESF-5. Coordinate with the volunteer personnel center to provide adequate relief for volunteers. Hurricane preparedness education campaigns teach the public to be prepared to be self sufficient for 72 hours. However other potential hazards may create the need for distribution of these basic necessities.

In the wake of a major disaster requiring the need for distribution of food, water and ice to the public, pre-identified locations for distribution will be prepared and the commodities transported to each location.

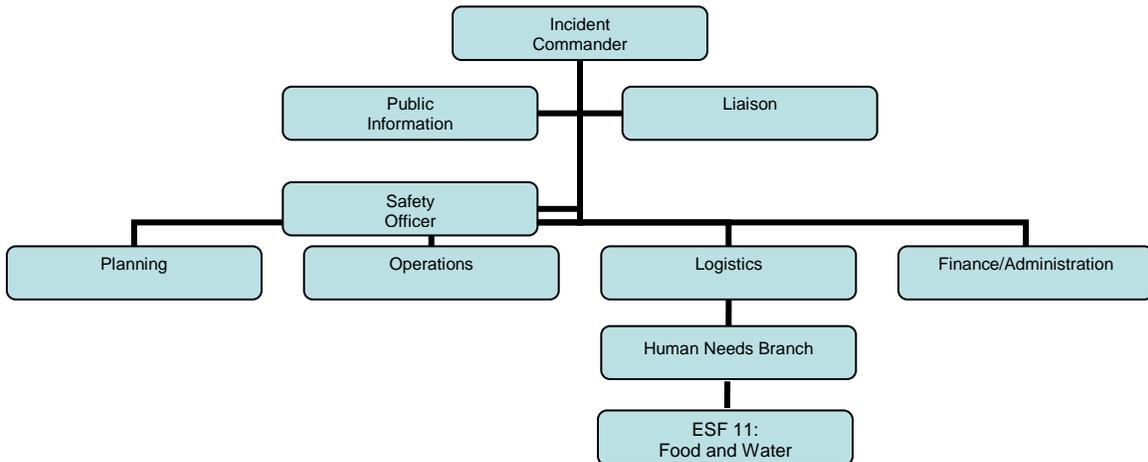
### **II. Concept of Operations**

#### **A. GENERAL**

This ESF will operate under existing United States Department of Agriculture (USDA) authorities and regulations as well as Public Law 93-288, as amended, and the Santa Rosa County Comprehensive Emergency Management Plan (SRCCEMP), to provide disaster food supplies to designated disaster staging areas/mass feeding sites and coordinate the issuance of disaster food stamps.

1. Emergency Support Function 11 is organized consistent with the State Emergency Operations Center and the requirements of the National Response Plan, the National Incident Management System, and the Incident Command System in order to provide incident assessment, planning, procurement, deployment, coordination and support operations to the Santa Rosa County Emergency Response Team, Area Operations and State Emergency Response Team officials to assure a timely and appropriate response to an emergency/disaster event.
2. In a large event requiring local and State mutual aid assistance, Emergency Support Function 11 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
3. Throughout the response and recovery periods, ESF 11 will evaluate and analyze requirements for food, water and ice; develop and update assessments of the food and water situation and status in the impact area; and undertake contingency planning to meet anticipated demands or needs.

4. This ESF will use damage projection models to calculate the number of people that may be affected in order to assess the amount of food and water needed to meet the anticipated demand. Warehouse inventories will be tabulated and if additional food supplies are needed, this ESF will obtain and transport such supplies to the disaster or staging areas. Mass feeding sites will use menu calculations provided by this ESF. Menus will be built around the USDA foods that are available. Quantity usage tables will be used to address serving sizes. These tables, combined with the menus, will provide for ordering, forecasting and supplying data. Other mass care organizations with food resources will supplement the food supply. Menus will be adjusted based on food quantities.
5. Staff will coordinate with county officials and ESF 6 field staff to ensure ample and timely deliveries of food, water and ice supplies. This ESF will coordinate with SEOC ESF 3 (Public Works), which is responsible for potable water. If needed, a representative from SEOC or Federal ESF 3 will be requested to join Santa Rosa County ESF 11 to coordinate ample water supplies.
6. When an event is focused in scope to a specific type or response mode, technical and subject matter expertise may be provided by an appropriate person(s) from a supporting agency with skills pertinent to the type of event, who will advise and/or direct operations within the context of the Incident Command System structure.



**Figure 15 – Incident Command System Structure: ESF 11 – Food and Water**

**B. ORGANIZATION**

**1. COUNTY**

- a. During an activation of the County Emergency Operations Center, support agency staff is integrated with the Department of Agriculture and Consumer Services staff to provide support that will allow for an appropriate, coordinated and timely response.
- b. During an emergency or disaster event, the Emergency Operations Center Logistics Section Chief will coordinate the support resources from the support agencies with the Human Needs Branch Director.
- c. Following a major disaster that impacts a large portion of the population and creates the widespread loss of electrical power for an extended period of time, there may be a need to provide food, water and ice to the public. It is anticipated that hurricanes present the highest vulnerability for this need.
- d. The Department of Agriculture and Consumer Services develops and maintains the overall ESF 11 Emergency Operations Plan and accompanying Appendices, annexes and Standard Operating Guidelines that govern response actions related to emergencies. However support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents will be in compliance with the National Response Plan, the National Incident Management System, the Incident Command System and the County Comprehensive Emergency Management Plan.
- e. Water, ice and meals will initially go straight to the POD's for the first 72hrs, after which they will go through the County Staging Area, where they will be accounted for and further shipped to the PODs or other facilities.
- f. The ESF 11 representative at the Emergency Operations Center will coordinate food and water distribution from the recovery staging areas to local distribution sites. ESF 11 will monitor the collection and sorting of all food and water supplies donated and assure safety for consumption. ESF 11 will process all requests for needs and donations of food and water supplies. ESF 11 will coordinate with the Volunteer Personnel Center (ESF 15) to provide adequate relief for volunteers.
- g. The County Staging Area will be prepared to receive and forward resources to the appropriate POD's based upon usage, after the first 72hrs. In addition, PODs will be prepared to receive and off load vehicles immediately.
- h. When the need arises the County must be able to respond quickly and obtain the necessary commodities, establish sufficient distribution sites to serve the affected areas and transport the commodities to these sites.
- i. Food banks in Santa Rosa County are church-based, as well as private charity organizations. There are many food stores located throughout the County that are listed in the Yellow Pages of the phone books. In the event of an emergency, the resources are requested from Florida Department of Agriculture and Consumer Services (SEOC ESF-11) for USDA foods. NOTE: NO USDA RESOURCES WILL BE RELEASED PRIOR TO A PRESIDENTIAL DISASTER DECLARATION.
- j. Public information will be released through the local media to inform the public of the locations for assistance. The quick restoration of electrical power is of vital importance to the timely recovery from the disaster.
- k. Restoration of power to water treatment and pumping facilities, grocery stores and ice production facilities will reduce the need for distribution of these commodities to the public.
- l. In some cases, emergency food stamps may need to be issued and coordinated with the State for implementation of plan for that purpose.

## **2. AREA**

The Human Needs Branch Director, in consultation with the requesting jurisdiction, may obtain additional food and water resources via established mutual aid agreements.

## **3. STATE**

- a. During an activation of the State Emergency Operations Center, the Florida Department of Agriculture and Consumer Services is the designated lead agency for Food and Water and will coordinate with support agencies to determine food, water and ice needs for the population in the impacted areas.
- b. Approximately 24 hours after disaster impact, the State EOC will “push” water, meals and ice to the impacted counties. To prevent or minimize confusion and to maintain good supply discipline, it is imperative that the County provide accurate and timely information to the State EOC on the counties requirements.

## **C. ALERTS/NOTIFICATIONS**

1. The County Warning Point, will notify the “on call” Emergency Duty Officer and/or Emergency Coordinating Officer (ECO) for Emergency Support Function 11 when the County or an area of the County has been threatened or impacted by an emergency or disaster event as provided in the County Warning Point procedure.
2. ESF 11 will be activated or placed on standby upon notification by the County Emergency Management Office.
3. Upon instructions to activate ESF 11, the Department of Agriculture and Consumer Services will implement its operating procedures to notify ESF 11 support agencies.

## **D. ACTIONS**

Actions carried out by ESF 11 are grouped into phases of emergency management: prevention, preparedness, response, recovery and mitigation. Each phase requires specific skills and knowledge to accomplish and requires significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF 11 encompasses a full range of activities from training to the provision of field services. It also functions as a coordinator and, at times, assumes direct operational control of provided services.

### **1. PREPAREDNESS ACTIONS**

- a. Actions and activities that develop food and water response capabilities may include planning, training, orientation sessions, and exercises for ESF 11 personnel (i.e., County, State, Regional and Federal) and other emergency support functions that will respond with ESF 11. This involves the active participation on inter-agency preparedness organizations, which collaborate in such activities on a regular basis.
- b. Address planning issues on an ongoing basis to identify response zones and potential staging areas.
- c. Maintain an accurate roster of personnel assigned to perform ESF 11 missions during an emergency or disaster.
- d. Identify and schedule disaster response training for ESF 11 personnel.
- e. Periodically update the list of available ice and water vendors.

## **2. RESPONSE ACTIONS**

- a. Inventory food and water supplies.
- b. Coordinate with ESF 6 to identify mass feeding sites and the potential number of people in shelters.
- c. Coordinate with ESF 12 to monitor power outages.
- d. Work with ESF 15 to coordinate use of donated good and services to support the ESF 11 mission.
- e. Identify local resources for the acquisition of food, potable water and ice and attempt to obtain written agreements.
- f. Identify and procure sites for distribution of food, water and ice following a disaster.
- g. Provide for the transportation of food, water and ice to the distribution sites and maintain a resource list for equipment needed for moving and handling the materials.
- h. Coordinate with the State to provide emergency food stamp assistance.
- i. Coordinate with the Regional Recovery Center for delivery of food, water and ice not available through local resources.
- j. Coordinate with local power companies to restore power to water treatment plants, grocery stores and ice producing companies as a priority. This will significantly reduce the need for distribution of food, water and ice.
- k. Educate the public to prepare for disasters and the procedures that need to be taken to be self sufficient for 72 hours following a major disaster.
- l. Coordinate with the County Health Department for testing and treatment of all potable water distributed.

## **3. RECOVERY ACTIONS**

- a. Continue to monitor food, water and ice needs.
- b. Monitor nutritional concerns.
- c. Assess special food concerns of impacted population.
- d. Maintain logistical links with supporting agencies with a role in ESF 11.

## **4. MITIGATION ACTIONS**

Use HAZUS-MH and other risk assessment tools to identify vulnerable populations in Santa Rosa County.

## **E. DIRECTION AND CONTROL**

1. ESF 11 complies with the National Response Plan, the National Incident Management System and uses the Incident Command System composed of Planning, Operations, Logistics and Finance/Administration Sections with their standardized Units, Teams, positions, forms and terminology to manage its emergency/disaster responsibilities. Key to this system is the Division of Emergency Management, which functions as the official disaster prevention, response, preparedness, recovery, and mitigation organization within Santa Rosa County.
2. The ESF 11 system operates in two arenas: 1) the county Emergency Operations Center; 2) field locations.

3. During emergency activations, all management decisions regarding County or regional response are made at the County Emergency Operations Center by the lead ESF 11. Under the Incident Command System structure, the Planning, Logistics, Finance/Administration, and Operations Section Coordinators and staff at the County Emergency Operations Center assist the commander in carrying out the overall mission. Sections, Units, Teams, staffing levels, etc. are modular and scalable, depending on the type, size, scope and complexity of the emergency or disaster event.
4. In accordance with a mission assignment from ESF 11, and further mission tasking by a local primary agency, each support organization assisting Emergency Support Function 11 assignment will retain administrative control over its own resources and personnel but will be under the operation control of ESF 11. Delegation of mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

## **F. RESPONSIBILITIES**

### **1. PRIMARY AGENCY – DEPARTMENT OF AGRICULTURE AND CONSUMER SERVICES**

- a. Identify local resources with the ability to supply large amounts of non-perishable food, potable water, ice and equipment necessary to transport and handle the commodities following a major disaster.
- b. Work with the Office of Purchasing to obtain contracts or agreements with local businesses to supply necessary commodities.
- c. Prior to hurricane season each year, work the Division of Emergency Management to identify possible locations to be used for the distribution of food, water and ice.
- d. Work with the local United Way and other volunteer agencies to obtain volunteers to staff distribution centers. Also coordinate with the other county departments and elected officials for use of non-essential post-disaster employees to work at the sites.
- e. Coordinate with the local Council on Aging to establish an outreach program for the elderly.
- f. Notify the County Health Department of the locations of distribution sites and arrange for testing and treatment of all bulk potable water.
- g. Attempt to coordinate with local businesses and relief organizations to ensure that all locations of feeding stations, distributions sites and other assistance sites are placed where there is the most need and press releases issued so the public is informed where to obtain this assistance.
- h. Coordinate requests for the approval of emergency food stamps for qualifying households within the affected area.
- i. Provide appropriate information to ESF-5 (Information and Planning) on a regular basis.
- j. Provide daily information to ESF-14 and -15 on the amount of food used and types of food needed.
- k. Maintain records of the cost of supplies, resources and employee hours needed to respond to the disaster.
- l. Monitor the number of mass feeding sites, soup kitchens and pantries providing food to disaster victims.

## **2. SUPPORT AGENCIES**

### **a. The Salvation Army**

- Maintain a listing of available volunteers and donated goods that can be used in support of ESF 11. Coordination of these efforts will take place in the EOC.

### **b. American Red Cross**

- 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.
- Provide feeding stations and serve food at each of the distribution sites in addition to their individual operations.
- Provide food at shelters during operation.

### **c. Florida Department of Children and Families (through Primary agency)**

- Coordinate the distribution of emergency food stamps in the disaster area based on established procedures of the Department.
- Provide information on the demographics and infant and elder population in the disaster area potentially impacted prior to disaster, if possible.
- Provide demographic profiles of Department of Children and Families income eligible assistance programs in the impacted area (i.e., AFDC/WIC).
- Provide current information on sources of infant formula.
- Provide strategies for addressing elderly feeding concerns.

### **d. Faith Based Organizations**

- Will, if capable based upon circumstances, provide feeding stations for first responders at locations to be determined when their ability to provide this service is determined.

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## **G. FINANCIAL MANAGEMENT**

1. Emergency Support Function 11 is responsible for managing financial matters related to resources that are procured and used during an event. During a response, each agency/department is responsible for recording and tracking its own expenditures and seeking reimbursement from the appropriate resource after the event. If a federally declared disaster exists, then a reimbursement formula is established by the Federal Emergency Management Agency that may be as much as 100 percent, but usually does not exceed 75 percent.

2. This section will coordinate closely with the Logistics Section to ensure that procurements and staff hours are properly documented and processed for payment and potential reimbursement. It will also be responsible for following up all financial issues after response has ceased by coordinating with Department of Public Safety fiscal and personnel management officials, the State Division of Emergency Management fiscal agents and the Federal Emergency management Agency fiscal agents and directly with vendors as necessary.

3. Expenditures by other department entities will be documented by those entities and submitted directly to the Finance/Administration Section or a designated Finance Service officer as soon as possible.

## **H. REFERENCES AND AUTHORITIES**

- State Emergency Support Function 11
- Florida Statutes 1993, Emergency Management, chap. 252 (252.31- 52.61)
- Florida SS 911 (1993)
- The Federal Response Plan for P.L. 93-288 (1992)
- Regional Domestic Security Task Forces, Section 943.0312, F.S.
- Florida Field Operations Guide (FFOG)
- DHS Homeland Security Act (2002)
- HSPD-5, Management of Domestic Incidents
- PPD-8, National Preparedness Goal
- DHS National Incident Management System (2004)
- DHS National Response Framework (2005)

STATEMENT OF CONCURRENCE

EMERGENCY SUPPORT FUNCTION #11 - FOOD AND WATER

The signature appearing below indicates the individual has the authority to commit resources of the agency represented and agrees to the functions and tasks prescribed for this ESF. Furthermore, concurrence also indicates adequate coordination with the Support Agencies listed during the four phases of emergency management (Preparedness, Response, Recovery and Mitigation). Should a Support Agency not accept their respective roles in this ESF, please notify the Division of Emergency Management by annotating the list below before completing and returning it to DEM for inclusion in the SRC ESF Plan.

PRIMARY AGENCY: Department of Agriculture and Consumer Services  
(Division of Forestry)

\_\_\_\_\_  
(Signature) (Printed Name) (Date)

SUPPORTING AGENCIES:

Santa Rosa County Department of Health

\_\_\_\_\_  
(Signature) (Printed Name) (Date)

American Red Cross of Northwest Florida

\_\_\_\_\_  
(Signature) (Printed Name) (Date)

Salvation Army

\_\_\_\_\_  
(Signature) (Printed Name) (Date)

Florida Department of Children and Families

\_\_\_\_\_  
(Signature) (Printed Name) (Date)