

## ANNEX 11 (ESF-11)

### FOOD SERVICES

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PRIMARY: South Carolina Department of Social Services

SUPPORT: State Department of Education (SDE); SC Department of Agriculture (SCDA); American Red Cross; The Salvation Army; South Carolina Food Bank Association

#### I. INTRODUCTION

- A. An emergency or disaster may deprive substantial numbers of people of access to food or the means to prepare food. In addition commercial food supplies and distribution networks may be substantially disrupted due to partial or total devastation of food products stored in the affected area. There also may be disruption of energy sources (e.g., electricity and gas) causing most commercial cold storage and freezer facilities to be inoperable in the affected areas.
- B. On the fringes of the affected areas, schools and small institutions with food inventories could be used to begin the feeding of disaster victims. An effective feeding operation must be immediately initiated, to include obtaining appropriate U.S. Department of Agriculture (USDA) food supplies, arranging for transportation of those food supplies to designated staging areas within the disaster area, and requesting the Disaster Supplemental Nutrition Assistance Program (SNAP) as required. USDA food supplies secured and delivered will be suitable for either household distribution or congregate meal service as appropriate. Transportation and distribution of USDA food supplies to the affected areas will be coordinated by the Department of Social Services (DSS) and Department of Education (SDE). Priority will be given to transportation of critical supplies of USDA food into areas of acute need.

#### II. PURPOSE

To coordinate and identify food requirements in disaster affected areas. To secure, and distribute food products to include USDA food to organizations engaged in mass feeding operations and/or staging areas within the affected areas. To ensure the safety and security of the commercial food supply.

#### III. CONCEPT OF OPERATIONS

- A. DSS is responsible for coordinating all ESF-11 administrative, management, planning, training, preparedness, mitigation, response and recovery activities to include developing, coordinating and maintaining ESF-11 Standard Operating Procedures. All ESF-11 supporting agencies will assist DSS in the planning and execution of the above. All ESF-11 personnel must be trained on the principles of the National Incident

Management System (NIMS) and Incident Command and integrate those principles into all ESF-11 planning and response operations.

- B. Under the general coordination of DSS, ESF-11 will operate under existing USDA authorities and regulations as well as the requirements of supporting agencies, to provide disaster food supplies to designated disaster staging areas and/or authorize the issuance of disaster food stamps. Coordination with all supporting agencies and other appropriate departments/agencies and organizations will be performed to ensure operational readiness. Each agency/organization will operate under their mandated federal, state, or organizational regulations and will maintain complete administrative and financial control over their activities.
- C. Under the general coordination of DSS, the food services function will operate in accordance with existing USDA authorities and regulations, as well as the Stafford Act, to provide USDA food supplies to designated disaster staging areas.
- D. DSS will manage the Disaster Supplemental Nutrition Assistance Program (SNAP) under the rules and regulations of the USDA Food and Nutrition Service (FNS). The purpose of the Disaster Supplemental Nutrition Assistance Program (SNAP) is to provide temporary food assistance to victims of a disaster that has disrupted commercial channels of food distribution if such households are in need of temporary food assistance. Following a Presidential disaster declaration, and upon a request from the Governor, the United States Secretary of Agriculture may direct USDA Food Nutrition Services (FNS) to distribute disaster food stamps if:
  - 1. Commercial channels of food distribution have been restored.
  - 2. As a result of the disaster, income or resources are reduced or inaccessible, and food assistance needs cannot be met by the regular Disaster Supplemental Nutrition Assistance Program (SNAP) Program procedures.
- E. ESF-11 will obtain from ESF-6 the number of people that may be impacted in order to assess the amount of food needed to meet the anticipated demand. Warehouse inventories will be tabulated and if additional food supplies are needed, ESF-11 will obtain and coordinate the transportation of such supplies to food distribution or congregate meal sites or designated staging areas.
- F. ESF-11 will gather information from food services member agencies and organizations concerning their operational response, USDA food supplies, and USDA food requirements, location of established staging areas and feeding sites, and any problems. ESF-11 will, as required, compile a

report, which will be provided to the SEOC and the member agencies/organizations of food service activities.

- G. Menus will be determined by volunteer organizations conducting food preparation with full consideration of special population dietary needs. Menus may be built around USDA foods that are available. Other mass care organizations with food resources will supplement the food supply. Menus will be adjusted based on food quantities and needs as determined by volunteer agencies.
- H. The SDE and DSS will manage the requisitioning of USDA food under the particular programs, which they administer. The Department of Agriculture (SCDA) will assist in locating commercial food resources that may be utilized for disaster feeding and will coordinate food safety activities as necessary.
- I. In coordination with, and in support of, the State Assessment Team (SAT), ESF-11 will assess the situation (both pre- and post-event), and in coordination with local emergency management officials, develop strategies to respond to the emergency. ESF-11 staff will assess the effectiveness of the food distribution network and oversee the inventory of food resources procured by this ESF. Staff will coordinate with county officials and ESF-6 to ensure timely deliveries of food.
- J. The SEOC will be the point of contact for all requests for USDA food. DSS, SDE, and SCDA personnel will staff the food services function in the SEOC.
- K. SCDA will receive and evaluate potential food safety alerts and will coordinate appropriate preparedness and response or recovery activities. Embargo authority will be initiated as needed to control products suspected to be adulterated or otherwise unsuitable for consumption.
- L. Harvest Hope Food Bank serves as the lead agency for the South Carolina Food Bank Association (SCFBA). The SCFBA will acquire, package and distribute non-USDA food products to affected households within the disaster area. USDA food supplies being stored in SCFBA warehouses cannot be used for household distribution without prior approval from the USDA Food and Nutrition Service Southeastern Regional office and DSS. Donated food acquired as a result of Annex 18 activities may be used for this purpose if allowable.

#### **IV. ESF ACTIONS**

- A. Preparedness

1. Maintain an accurate roster of personnel assigned to perform ESF-11 duties during a disaster.
2. Identify and schedule disaster response training for ESF-11 personnel.
3. Maintain current food resource directories to include maintaining points of contact.
4. Identify likely transportation needs and coordinate with ESF-1 and ESF-19.
5. Participate in state exercises and conduct, at least annually, an ESF-11 exercise to validate this annex and supporting SOPs.
6. Ensure all ESF-11 personnel integrate NIMS principles in all planning. All ESF personnel will complete all required NIMS training, as outlined in the Department of Homeland Security (DHS) training guidance.
7. Ensure procedures are in place to document costs for any potential reimbursement.
8. Support the Emergency Management Assistance Compact (EMAC) by ensuring ESF personnel are trained on EMAC responsibilities, by pre-identifying assets, needs and resources that may be allocated to support other states, and by maintaining related information in WebEOC.
9. Provide ESF-11 representation on the Recovery Task Force.

**B. Response**

1. Inventory food supplies and determine availability of food within the disaster area.
2. Coordinate with ESF-6 to identify the number of people in shelters and others in need of food.
3. Coordinate with ESF-6 to identify the locations of all congregate feeding and distribution sites.
4. Coordinate with ESF-7 and ESF-18 to acquire food, equipment, and supplies required to support food service operations. Acquisitions include, but are not limited to, donated food, purchase of additional food, and refrigerated trailers.

5. Coordinate with ESF-1 and ESF-19 for transportation of food supplies into the disaster area as needed.
6. Assess warehouse space and needs for staging areas.
7. Coordinate flow of request and delivery of food into disaster area to ensure daily requirements are met.
8. Assess the need and feasibility of implementing the Disaster Supplemental Nutrition Assistance Program (SNAP).
9. In coordination with ESF-6, monitor the number of congregate feeding sites, soup kitchens, and pantries providing food to disaster victims.
10. Establish communications with Federal ESF-11 to coordinate food service assets beyond state capability.
11. Coordinate with Clemson University and the Department of Health and Environmental Control (DHEC) to evaluate potential food safety threats.
12. Identify and provide a liaison officer for each EMAC request, to facilitate arrival and onward movement of EMAC support at appropriate staging area.

**C. Recovery**

1. Continue to monitor food requirements.
2. Coordinate the implementation of the Disaster Supplemental Nutrition Assistance Program (SNAP).
3. In coordination with ESF-6, assess special food concerns of impacted residents.
4. Establish logistical links with local organizations involved in long-term congregate meal services.
5. Anticipate and plan for arrival of, and coordination with, FEMA ESF-11 personnel in the SEOC and the Joint Field Office (JFO).
6. Ensure ESF-11 team members or their agencies maintain appropriate records of costs incurred during the event.
7. ESF-11 will support long-term recovery priorities as identified by the Long-Term Recovery Committee and Recovery Task Force.

D. Mitigation

1. Support and plan for mitigation measures including monitoring and updating mitigation actions in the State Hazard Mitigation Plan.
2. Review, evaluate and comment on proposed State Hazard Mitigation Plan amendments, upon initiation and within review period.
3. Support requests and directives from the Governor and/or FEMA concerning mitigation and/or re-development activities.
4. Document matters that may be needed for inclusion in agency or state/federal briefings, situation reports and action plans.

V. **RESPONSIBILITIES**

A. General

All state agencies under ESF-11 will train personnel on EMAC procedures to include; identifying agency resources to sustain emergency operations, pre-scripting anticipated needs on specific EMAC messages, and listing agency resources available for interstate and intrastate mutual aid missions.

B. Department of Social Services

1. Preparedness
  - a. Identify, train, and assign DSS personnel to staff ESF-11 in the SEOC.
  - b. Develops operating procedures to implement the DSS Food Service functions of ESF-11, including an alerting list of DSS and Department of Education emergency food services responders.
  - c. Assesses the stock levels of USDA food (commodities) administered by DSS and the availability of storage space, handling equipment, and support personnel.
  - d. Participates in exercises to test operating procedures.
  - e. DSS will coordinate meetings as necessary in which member agencies and organizations will discuss their operational response and resolve problems to ensure

coverage of the critical food needs of the affected population, and to prevent duplication of effort.

2. Response

- a. Provides DSS staff to SEOC, as requested; alerts SDE and SCDA food service team members. Notify all ESF-11 supporting agencies upon activation.
- b. Coordinate with the food services member agencies and organizations in their assessment of the critical food needs of the affected population and compiles reports for SEOC Operations as needed.
- c. Assesses USDA food stocks (commodities) administered by DSS. Coordinates with the food services member agencies and organizations in their assessment of USDA food stocks which they administer. This includes handling equipment, storage, transportation, and distribution facilities.
- d. In response to requests for USDA food, arranges shipment of USDA food (commodities) administered by DSS. Coordinates with other food services member agencies and organizations in their shipment of USDA food to designated staging areas or distribution points.

3. Recovery

- a. Coordinates the phase-down of USDA food distribution to staging areas.
- b. Coordinates with USDA food distribution agencies and with agencies and organizations involved in feeding, to collect reports and records of USDA food usage, man-hours, and associated expenditures. Compiles a final report for SEOC Operations.
- c. Administers Disaster Supplemental Nutrition Assistance Program (SNAP).

C. Department of Education

1. Preparedness

- a. Identify, train, and assign personnel to staff ESF-11 in the SEOC.
  - b. Develops operating procedures to implement Annex-11, including an alerting list of Department of Education emergency food services responders.
  - c. Assesses the stock levels of USDA food administered by the SDE and the availability of storage space, handling equipment, and support personnel. Coordinates with contracted commercial distributors.
  - d. Assists county school district food services supervisors by disseminating information and providing guidance in their development of emergency response operational procedures.
2. Response
- a. Provides SDE staff to support SEOC operations.
  - b. Coordinates with affected school districts in their assessment of USDA food requirements and the condition of the school districts' food preparation facilities. Assist DSS in coordinating with other food service agencies and organizations to gather information concerning their food requirements and food preparation facilities and to respond to requests for USDA food.
  - c. Assesses USDA food stocks administered by SDE and distribution facilities.
  - d. Maintains logistical links with school districts involved in feeding shelter population, and in providing USDA food to established feeding sites. Arranges shipment of USDA food to such school districts as required and assists in problem resolution when requested.
  - e. Coordinate the availability of transportation for USDA food administered by SDE.
3. Recovery
- a. Initiates a phase-down of USDA food distribution as feeding operations decrease.



- b. Coordinates with affected school districts to collect and record USDA food (administered by SDE) usage and distribution, man-hours, and associated expenditures. Compiles and provides a final report to ESF-11, American Red Cross, and USDA.

D. Department of Agriculture

1. Preparedness

- a. Identify, train, and assign personnel to staff ESF-11 in the SEOC.
- b. Develops plans and SOPs for deployment of SCDA personnel and resources in an emergency.
- c. Participates in exercises to train department personnel in emergency operations and procedures.

2. Response

- a. Provides SCDA personnel to staff the SEOC.
- b. Coordinates response of Clemson University Cooperative Extension Service in deploying extension personnel as needed.
- c. Provides assistance in locating commercial food resources suitable for disaster response activities.
- d. Provide food safety and security response support.
- e. Provides inspection and embargo authority where necessary to prevent use of food supplies which are damaged or suspected of being unsuitable for use.

3. Recovery

- a. Coordinates recovery assistance efforts, which engage SCDA field inspectors.
- b. Supervises salvage or other disposition of food and feeds, which may have been damaged or compromised in an emergency event.

E. American Red Cross

1. Assist in identifying and assessing 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.
2. Participate in the coordinated distribution of disaster relief supplies at point of service.
3. Per established agreements with private vendors, supplement USDA food stocks.
4. Provide independent food preparation in accordance with ARC policies.

F. The Salvation Army

1. Assist in identifying and assessing 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.
2. Participate in the coordinated distribution of disaster relief supplies at point of service.
3. Per established agreements with local vendors, supplement USDA food stocks.
4. Provide independent food preparation in accordance with Salvation Army policies.

G. South Carolina Food Bank Association

1. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-11 during periods of activation. On order, request Harvest Hope personnel staff ESF-11 in the SEOC.
2. Participate in the coordinated distribution of food supplies at point of service.
3. Coordinate the acquisition and distribution of non-USDA donated food supplies to affected households and/or VOAD organizations.

**VI. FEDERAL ASSISTANCE**

- A. This Annex is supported by the National Response Framework for ESF-11, Agriculture and Natural Resources Annex which coordinates efforts to provide nutrition assistance; control and eradicate, as appropriate, any outbreak of a highly contagious or economically devastating animal/zoonotic (i.e., transmitted between animals and people) disease, or any outbreak of an economically devastating plant pest or disease; ensure the safety and security of the commercial food supply; protect natural and cultural resources and historic properties (NCH) resources; and provide for the safety and well-being of household pets during an emergency response or evacuation situation. ESF-11 will have a representative in the Joint Field Office (JFO).
- B. Federal ESF-11 executes five primary functions:
1. Providing nutrition assistance: Includes working with State agencies to determine nutrition assistance needs, obtain appropriate food supplies, arrange for delivery of the supplies, and authorize the Disaster Supplemental Nutrition Assistance Program (SNAP). These efforts are coordinated by the Department of Agriculture (USDA), Food and Nutrition Service (FNS).
  2. Responding to animal and plant diseases and pests: Includes implementing an integrated Federal, State, tribal, and local response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, or an outbreak of a harmful or economically significant plant pest or disease. ESF-11 ensures, in coordination with ESF-8 – Public Health and Medical Services, that animal/veterinary issues in natural disasters are supported. These efforts are coordinated by USDA's Animal and Plant Health Inspection Service (APHIS).
  3. Ensuring the safety and security of the commercial food supply. Includes the execution of routine food safety inspections and other services to ensure the safety of food products that enter commerce. This 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; food-borne disease surveillance; and field investigations. These efforts are coordinated by USDA's Food Safety and Inspection Service (FSIS).
  4. Protecting NCH resources: Includes appropriate response actions to preserve, conserve, rehabilitate, recover, and restore NCH

resources. This includes providing post-event baseline assessments of damages and providing technical assistance and resources for assessing impacts of response and recovery activities to NCH resources. These efforts are coordinated by the Department of the Interior (DOI).

5. Providing for the safety and well-being of household pets: Supports the Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA) together with ESF-6 – Mass Care, Emergency Assistance, Housing, and Human Services; ESF-8; ESF-9 –Search and Rescue; and ESF-14 – Long-Term Community Recovery to ensure an integrated response that provides for the safety and well-being of household pets. The ESF-11 effort is coordinated by USDA/APHIS.
- C. All State ESF-11 personnel will be familiar with the National Response Framework and the corresponding annex with Federal ESF counterpart concepts, actions and responsibilities. This familiarization will include but not be limited to the make up, functions and responsibilities of the Incident Management Assistance Teams (IMAT), and the Joint Field Office (JFO).
  - D. State ESF-11 will coordinate with Federal ESF-11 to obtain federal assistance when required. State ESF-17, Animal Emergency Response, will coordinate with Federal ESF-11 for issues involving animal and plant disease/pest response.
  - E. Because there is no specific State ESF-17 – Animal Emergency Response counterpart at the Federal level, State ESF-17 – Animal Emergency Response, will assume the lead role regarding providing for the safety and well-being of household pets. State ESF-11 – Food Services will support and coordinate with State ESF-17 as required.