

NASDA

National Association

State Departments of Agriculture



Food Emergency Response Plan Template

August 2011

Version 4.0



This work was funded by the Office of Health Affairs, Department of Homeland Security, under Contract No. HSHQDC-10-C-00151. The work constitutes and contains the intellectual property of the Department of Homeland Security. The work may be used freely for governmental food emergency response planning purposes and not for commercial use. Any other use requires written permission from the Department of Homeland Security.



NASDA appreciates the expertise and cooperation of JHC Associates, L.L.C. and SES, Inc. on fulfilling the obligations of this contract and the assistance, cooperation, and guidance of DHS in accomplishing this task. NASDA is also grateful to those state and federal representatives who offered their time and feedback reviewing this document.

TABLE OF CONTENTS

PREFACE v

I. INTRODUCTION 1

II. PURPOSE 1

III. SCOPE 2

IV. SITUATIONS 2

V. ASSUMPTIONS 4

VI. CONCEPT OF OPERATIONS 6

 Incident Identification 6

 Incident Management 7

 Defining Response Actions 9

 Communication and Coordination 10

 Assessment, Control and Containment..... 12

Food Emergency Response Teams 12

Food Safety Surveillance 13

Foodborne Contamination or Adulteration Surveillance and Investigation 13

Laboratory Services 14

Recovery 16

VII. PRINCIPAL PARTIES 17

 State 17

 Federal 17

 Tribal 18

 Local 18

 Private Sector 18

VIII. ACTIONS 18

IX. ORGANIZATIONS AND ASSIGNMENT OF RESPONSIBILITIES 18

 Governor 19

 Lead Agency 19

 State Agencies or Departments Supporting the Lead Agency 20

 Federal Agencies 21

 Tribal Governments 21

 Local Government 21

Emergency Management 21

Emergency Responders 21

Local Health Departments 21

Local Hospitals 22

Local Law Enforcement 22

Local Elected Officials 22

Voluntary Organizations Active in Disasters and Other Volunteer Response Teams 22

 Private Sector 22

Trade Associations 23

Private Hospitals or Clinics 23

Poison Control Center (Oversite may be private, state, or private/public partnerships) 23

X. DIRECTION, CONTROL AND COORDINATION 24

XI. INFORMATION COLLECTION AND RESOURCES 24

XII. COMMUNICATIONS 25

XIII. ADMINISTRATION 25

XIV. PLAN DEVELOPMENT AND MAINTENANCE 26

XV. AUTHORITIES AND REFERENCES 27

This page intentionally left blank

PREFACE

This document is part of an effort to develop a seamless system of food defense between local, state and federal jurisdictions. It addresses the goal of protecting public health and enhancing the protection of the United States agricultural industry and food security through the increased prevention, detection, response and recovery planning.

In January 2006, the National Association of State Departments of Agriculture (NASDA), in cooperation with USDA's Food Safety Inspection Service (FSIS), the Food and Drug Administration (FDA), and the Department of Homeland Security (DHS) developed best practices and guidelines for state and local emergency response efforts for incidents involving the nation's food supply. The resulting document was a template designed to help states develop food emergency response plans that dovetail with the federal response protocols outlined in the National Response Plan (NRP) and associated annexes. The original template was made available to states in the spring of 2006.

Considerable changes in federal guidance and response structure have occurred since the initial template release in 2006. In September of 2010, DHS approached NASDA to update the template. The 2011 template has been revised for consistency with the following documents: National Response Framework (NRF), Target Capabilities List (TCL), Comprehensive Preparedness Guide (CPG) 101, NIPP, Homeland Security Presidential Directive-9 (HSPD 9), Agriculture and Food Critical Infrastructure and Key Resources (CI/KR) Sector Specific Plan, and the National Incident Management System (NIMS). In addition, this revised template has been reviewed and approved by federal, state and private sector subject matter experts. This template is designed to assist states with developing a food emergency response plan.

About Food Emergencies

A food-related emergency involves the adulteration and/or contamination, threatened or actual, of food, that impacts or may impact human health. The Food Emergency Response Plan (FERP) does not apply to food incidents of a limited scope that are routinely handled by local or state health departments or other food safety agencies such as state agriculture departments. The FERP applies to food emergencies that may involve a large number of people in a small area, or that are widespread, involving a number of localities or states. In general, the scope of a food emergency will exceed the capacity of the entity or jurisdiction immediately responsible for responding. A food emergency could occur at any point from farm to fork, including pre-harvest production, processing, distribution, and retail sales. The document that results from application of this template allows for management of food emergencies of varying degrees and scope.

While the FERP covers food from farm to fork, the state plant disease response plan and animal disease response plan focus more succinctly on pre-harvest components of the food system. NASDA hopes to provide templates for these areas of response in future efforts.

Food-related emergencies may result from a variety of factors, including:

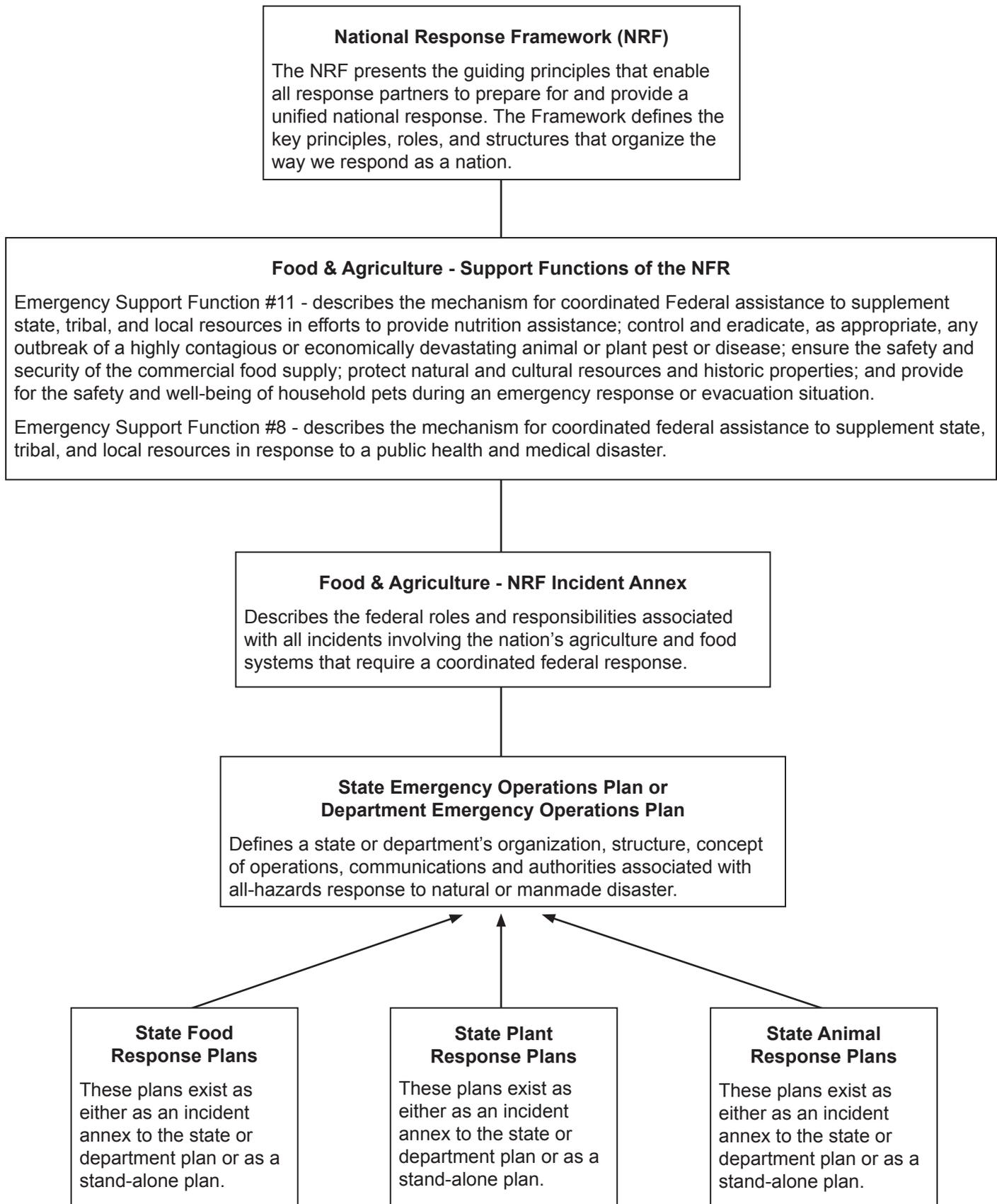
- Natural disasters or man-made events that affect food and impact human health. These may include hurricanes, floods, power outages or other events that result in the loss of food from contamination or spoilage;
- Unintentional contamination or adulteration of food that results in a public health threat or food-borne disease outbreak, such as improper processing or production of a food product; or,
- Deliberate contamination or adulteration of food to cause harm to the public or to the economy of the United States.

In some cases, it may be difficult to determine initially whether an emergency is the result of deliberate actions. However, an initial response to protect public health and reduce the threat will be mostly independent of the cause of the incident.

The organizational chart on the following page shows how the food template is coordinated with the federal activities.

About the Template

Use of this template will result in a capabilities-based state emergency operations plan as referenced in the National Preparedness Goal. It addresses emergencies relative to two of the national planning scenarios related to food and agricultural production. The template is a building block in the national effort to increase federal, state and local ability to effectively respond to and mitigate large-scale emergencies. This template provides the baseline structure for preparing state-level plans to protect critical infrastructure and key resources identified through implementation of the National Infrastructure Protection Plan (NIPP). In addition, it is consistent with the mission and objectives of the Food and Agriculture Sector Government Coordinating Council. Through its various sections, this template identifies critical capabilities and tasks consistent with DHS Target Capabilities List (TCL) and Universal Task List (UTL) descriptions for food and agriculture safety and security.



Intention and Goals of this Template

This template will assist states with development of either: 1) a stand-alone plan for responding to a food-related emergency or 2) an annex or appendix to an existing state or department emergency operations plan. Table 1 identifies the applicable parts of this template, relative to each of these two planning outcomes.

In any form, a FERP will be a critical component of a State Emergency Operations Plan (SEOP). For states that already have food emergency plans prepared, this template can be used to review existing documents for completeness and consistency with federal guidelines. This template will assist planners in determining how a state will respond to all stages of a food emergency management cycle as defined by the NRF: prevention, protection, response and recovery.

TABLE 1
Food Defense Plan Content Guidance

Plan Content ¹	Appendix or Annex	Stand-alone
Purpose	X	X
Scope	X	X
Situation, Overview, (hazard analysis capability assessment, mitigation overview, special considerations ² and policies ²)	X	X
Assumptions	X	X
Concept of Operations	X	X
Actions	X	X
Organizations and Responsibilities	X	X
Direction, Control and Coordination		X
Information Collection and Dissemination		X
Communications		X
Administration, Finance and Logistics		X
Plan Development and Maintenance		X
Authorities and References		X

1. The “plan content” entries were derived from the Comprehensive Preparedness Guide 1001 (CP101) and the Food and Agriculture Incident Annex to the National Response Framework.

2. Unique to Incident Annexes to the NRF.

Template Layout

The template’s section and subsection headings provide the skeleton of the FERP. General guidance is presented at the beginning of each section, which outlines the intent of the section. Thereafter, each section and subsection contains a list of questions that are provided to assist states with developing the plan’s content. The questions are not intended to be all-inclusive of possible considerations that a state must address as they develop each section of a FERP; rather, they are provided as a seed to begin the planning process. States are strongly encouraged to go beyond the listed questions as they develop their plans. Some of the questions may not be applicable. Some questions may appear to be repeated between sections; this will be the case for questions dealing with issues that impact planning in multiple sections of the FERP.

As the questions are addressed, template users will identify questions that may not be directly applicable to a section being considered; for example, communications questions in the Incident Identification portion

of the Concept of Operations Section. These ancillary questions have been added to expand the discussion related to a given section, increasing the chance that all pertinent information is captured. In a similar vein, template users will notice apparently redundant questions within sections. These types of questions were added to ensure thorough consideration of critical plan issues or components.

This template also includes a supplemental document. The Supplement is intended to provide supporting information to further assist states with preparation of a FERP. There are three sections in the Supplement. Section I provides general planning guidance adopted from NIMS guidance. Section II contains text examples and content suggestions for most sections outlined in the template. Section III contains contact and roles and responsibilities tables to be filled out during the planning process. Section II text was taken from actual state plans and is provided as a sample for content development or modification. States can use the content directly, modify it as needed, or create new content tailored to the state response structure.

Examples of Supplement sample text have been provided in colored boxes within the template. The text provided may or may not be appropriate for individual state response plans and are merely provided as an example.

Summary

In summary, the goals of this template provide states with a guide that will help develop plans to manage a response to a food emergency and establish a uniform structure and content that will result in plans similar in structure, scope and operations among all states. If state plans are developed in a similar manner, it will facilitate seamless regional and national response to food emergencies. In addition, the establishment of a group or committee to formulate the plan will help enhance coordination and communication among all stakeholders well before the need arises to work together in response to an emergency. Five key planning processes that should be considered to meet these goals are presented in Section I of the Supplemental.

Ultimately, the FERP provides an outline for development of state FERP. While the template provides guidance regarding the intended content of each section and sub-section, the scope and detail presented in each portion of the plan is up to the discretion of the planning team.

EXPLANATION OF ACRONYMS

APHIS	Animal and Plant Health Inspection Service (of USDA)	IAP	Incident Action Plan
BTS	Border Transportation and Security Directorate	IC	Incident Command
CDC	Centers for Disease Control and Prevention	ICLN	Integrated Consortium of Laboratory Networks
CI/KR	Critical Infrastructure / Key Resources	ICS	Incident Command System
CPG	Comprehensive Preparedness Guide	JFO	Joint Field Office
DA	Department of Agriculture	JIC	Joint Information Center
DEOC	Departmental Emergency Operations Center	JIS	Joint Information System
DHS	Department of Homeland Security	JOC	Joint Operations Center
DHHS	Department of Health and Human Services	LEOP	Local Emergency Operations Plan
EFORS	Electronic Food-borne Outbreak Reporting System	LHD	Local Health Department
EMAC	Emergency Management Assistance Compact	LRN	Laboratory Response Network
EPA	Environmental Protection Agency	MAC	Multi-Agency Command
EP&R	Emergency Preparedness and Response Directorate	NAHRS	National Animal Health Response System
EOC	Emergency Operations Center	NIMS	National Incident Management System
FBI	Federal Bureau of Investigation	NIPP	National Infrastructure Protection Plan
FDA	Food and Drug Administration (of DHHS)	NRF	National Response Framework
FEMA	Federal Emergency Management Agency	NRP	National Response Plan
FERN	Food Emergency Response Network	PHL	Public Health Laboratory
FERP	Food Emergency Response Plan	PHPP	Public Health Preparedness Program
FSIS	Food Safety and Inspection Service (of USDA)	PIO	Public Information Officer
HD	Health Department	S&T	Science and Technology
HSPD	Homeland Security Presidential Directive	SDHS	State Department of Homeland Security
IAIP	Information Analysis and Infrastructure Protection	SitRep	Situation Report
		SEMA	State Emergency Management Agency
		SEOC	State Emergency Operations Center
		SEOP	State Emergency Operations Plan
		SOG	Standard Operating Guides
		SOP	Standard Operating Procedures
		TCL	Target Capabilities List
		UC	Unified Command
		USDA	United States Department of Agriculture
		VOAD	Voluntary Organizations Active in Disasters

This page intentionally left blank

I. INTRODUCTION

The introduction section provides the reader with insight about why the plan was written, how it is implemented, what it addresses and who participated in the planning process. When the introduction is completed, the following questions will be answered:

1. Why is the state developing a FERP?
2. What is the state's general approach to emergency operations?
3. Why should the state address food defense?
4. What is the significance (e.g., economic, social, health) of pre- and post-harvest food production within the state?
5. What will the plan cover?
6. What types of incidents are addressed (i.e., deliberate or unintentional)?
7. Who is the primary audience for the plan?

II. PURPOSE

The Purpose section must provide the overarching principles and goals used to guide the plan's development. The planning group should consider the various perspectives and reach a general consensus in describing the plan's desired result. Below are questions to consider when developing the Purpose Section of a FERP.

1. Why is the state developing a FERP?
2. Why should the state address food defense?
3. How is the plan intended to be used?
4. What is the state's general approach to emergency operations?
5. What is the significance (e.g., economic, social, health) of pre- and post-harvest food production within the state?
6. How will this plan fit into the structure of the state plan and other contributing or related plans (i.e. public health, agriculture, emergency management)

Sample Goals -

- Ensure effective and coordinated communication between state, federal, and local responders, authorities and the public
- Minimize impacts of a food-related incident.
- Facilitate rapid recovery following a food-related incident by identifying the scope of state involvement in recovery
- Specify duties, and roles, and responsibilities
- Provide transition from response to recovery efforts.

III. SCOPE

The Scope must identify the general application of the FERP and its limitations. This can be accomplished by defining specific objectives, which relate directly to the overall goals of the plan. Objectives which are critical to the development of goals should be measurable and conform to the legal obligations of affected agencies.

The process of developing objectives requires establishing priorities and identifying strategies to meet these objectives. Goals are more overarching and global. The goal describes where you want to be. The objectives are the steps needed to get there. States may choose not to include goals and objectives in their FERP; however, goals and objectives still need to be developed to drive the planning process.

The Scope should briefly introduce any coordinated efforts between federal, state or local entities. In addition, this section should identify the participating and supporting agencies in a food emergency response.

1. What will the plan cover?
2. What are the limitations of the plan?
3. How will each objective be attained in a measurable manner?
4. Is this intended to be a stand-alone plan or is it a component of an all-hazards base plan?
5. Who is the primary audience for the plan?
6. What types of incidents are addressed (i.e., deliberate or unintentional)?
7. How will the plan assist with coordinating a response between local, state, and federal responders?

Sample Objectives -

- Identify the lead state agency in a food emergency response
- Define the triggers that result in plan implementation
- Establish the authority under which this plan can be implemented
- Facilitate the creation of mutual aid and emergency management assistance compacts for interstate assistance
- Identify and define roles and responsibilities of supporting agencies and groups to facilitate response coordination
- Identify the scope of state involvement in recovery and identify responsible agencies for recovery after a food emergency

IV. SITUATIONS

This section should identify physical, cultural or environmental aspects of a state that could impact response and implementation of this plan. Sufficient detail should be included to clearly identify these aspects and their potential impact on an emergency or subsequent response and recovery. The level of detail in this section will be variable. Aspects that require contingency planning should be highlighted and emphasized with inclusion of a brief overview of mitigation efforts. Mitigation should focus on long-term measures for reducing or eliminating risk associated with these aspects.

Ideally, a state should conduct hazards analysis regarding the food industry prior to the identification of “situations” for emergency response planning. This allows a state to focus the identification of “situations” on areas that are most likely to be involved if the FERP is activated. The results of assessments should be prioritized. However, no state should delay development of a response plan if such assessments are not available.

If assessments have not been formally conducted, the planning group should review targeted food production systems, identify risks and vulnerabilities within these systems, and develop a list of “situations.”

When conducting the reviews of food production systems, the planning group should keep in mind the three components of risk: threat, vulnerability and consequence. Threat is a dynamic variable, which is hard to accurately determine. For this reason, states may focus their evaluation on areas of the food sector that exhibit some combination of vulnerability and negative consequence.

States developing a FERP should also consider department or agency food emergency response capabilities. The agency or department primarily responsible should review the applicable portions of the TCL (Protect Mission: Food and Agriculture Safety and Defense) to assess these capabilities. If there are potential challenges to meeting a particular capability, they should be identified in the Situations section.

1. What unique physical and geographic features or aspects within the state could affect response activities?
2. What vulnerabilities related to pre- and post-harvest food production are associated with the greatest potential negative consequences?
3. Where are food production, processing, and distribution areas located within the state?
4. What unique physical and geographic features within the state could affect the scope and magnitude of a food emergency?
5. What cultural aspects of the state could affect the scope and magnitude of a food emergency?
6. What cultural aspects of the state could impact response activities?
7. What is the expected jurisdictional or municipality level of involvement during a response (e.g., city, county, or state)?
8. What target capabilities will the state have challenges meeting? What circumstances may magnify those challenges?
9. What mitigation efforts are in place to support and strengthen food defense and response?
10. What is the potential direct and indirect economic impact on food and agriculture?
11. How will a food emergency impact public needs? This becomes especially critical in special needs products, such as infant formula.
12. What unique institutional authorities or barriers exist that could affect response activities?

Specific examples of situations that can impact a response -

- Local planning and preparedness capabilities
- Rivers or other navigable waterways
- Depth to ground water
- Schools
- Concentration of croplands, livestock, poultry or food processing facilities
- Food storage areas
- Mountainous terrain
- Available medical resources
- Major population areas
- Populations where limited English is spoken or cultural norms are a factor
- Regions susceptible to severe storms (e.g., hurricane) or other natural disasters (e.g., earthquake)

V. ASSUMPTIONS

This section should identify assumptions which exist in response to a food emergency. These assumptions may be in regard to responsibilities, availability of resources, priorities and/or constraints. Once an assumption has been identified, it can be treated properly. For example, true assumptions may identify possible limitations of the plan. False assumptions may require contingency planning or adjustments to plan implementation. It is recommended that planners begin by identifying obvious assumptions such as 1) coordinating and supporting agencies will execute their assigned responsibilities, 2) interstate and federal assistance will be required and provided, etc.

1. Where would a food emergency likely occur?
2. What is the lead agency for the response?
3. What is the lead agency for a criminal investigation?
4. How will agencies integrate criminal investigations with epidemiological investigations?
5. What investigative capabilities should be coordinated?
6. What state agencies will support the response?
7. Who will be responsible for on-site environmental health assessments and control measures?
8. What agency or department is primarily responsible for the environmental aspects of a food emergency?
9. What agency or department is primarily responsible for issues within the food service, processing, production or manufacturing industries?
10. What agency or department is primarily responsible for coordination with other states?
11. What federal agencies and services will support a state's response?
12. What agency or department is primarily responsible for food safety surveillance and the identification of an emergency?
13. What is the role of private sector businesses supporting a food emergency response?
14. What resources are expected from the private sector in support of a large-scale food response?
15. What sectors of food production are likely to be involved in a food emergency?
16. What specific commodities are impacted by the food emergency?
17. How might response for various commodities be grouped for the purpose of planning?
18. In the event the food emergency involves pre-harvest food production that does not impact human health, how will the FERP provide for coordination with other lead agencies?
19. How will the state ICS be integrated with other state, local, or federal ICS during a food emergency?
20. What level of ICS training is required for responders?
21. Who is responsible for assigning general ICS roles?
22. What equipment does the state have available for response to a food emergency?
23. Is the available state equipment adequate to support the tasks?
24. What equipment will the state need to acquire or procure to support a response?
25. What specialized services will a state need to procure to support a response?
26. What surveillance systems (animal, plant, or human) currently exist which play a role in detecting a food emergency?

27. What procedures might be triggered if a foodborne emergency occurred in another state?
28. What existing communication capabilities require coordination during a food emergency response (e.g., government, academic institutions, private sector)?
29. What communication capabilities might be missing?
30. What emergency control measures and recovery capabilities should be coordinated?
31. What agencies are involved in recovery and what is the general scope of their involvement?
32. What ESFs (or comparable section of the state plan) does this plan support?
33. What existing legal capabilities are in place? What are missing? When multiple state/local agencies are involved, are mechanisms in place to appropriately in place to use these authorities (i.e., MOU, EMAC, etc)

Sample Assumptions -

- Incident management activities will be initiated and conducted using the principles contained in the NIMS
- Threats to the food supply can come from natural sources, as well as deliberate acts. This plan may be used to respond to food-borne emergencies, regardless of the cause
- Federal law enforcement will become the lead agency for the criminal investigation portion of a response if the food emergency is determined to be the result of a deliberate or criminal act
- The FDA, CDC, and the USDA will support a state's response to a food-borne emergency
- An effective and coordinated response effort will be needed to restore the public's confidence in the food supply in the aftermath of a contamination event
- Tracing may be difficult due to the lack of a uniform regulatory system that would insure the traceability of all products and commodities, regardless of origin
- The farm-to-table pathway has multiple entry points for contamination and may provide easy access to implementing a foodborne attack
- State health officials will be the primary group responsible for the identification and control of foodborne illness or disease outbreaks in human populations
- The receipt of a threat against the agricultural community, in and of itself, could initiate response actions at all levels of government and may impact the general public
- Positive detection of a foodborne emergency in an area outside this state will prompt this state to employ additional preparedness measures to prevent the possibility of occurrence in this state
- A deliberate act of contamination may have grave consequences, and encompasses a variety of response actions at all levels of government, industry, producers and the private sector
- Vector/contamination control may require discarding large quantities of agricultural products and organic matter, invoking embargoes or trade restrictions, culling livestock or poultry, and identifying alternative sources of food
- Depending on the causative substance of the contamination, contaminated foodstuffs may need to be considered and handled as hazardous waste
- Suspected infected locations, machinery, distribution centers, restaurants, eateries and transport vehicles may need to be cleaned, disinfected, and re-evaluated for contamination

VI. CONCEPT OF OPERATIONS

The Concept of Operations section should present an overview of the intended response (i.e., what should happen, when, and under whose direction). The Concept of Operation identifies the general response actions that will be implemented under FERP activation as well as the coordinating agency and other key personnel. The Concept of Operations is a roadmap for a response that results in a coordinated effort among all parties. It does not replace specific agency protocols and procedures that are established separately, which guide specific actions outlined in the plan. For example, a Concept of Operations may call for the use of food recalls; however, the specific policies and procedures for implementing recalls would be established separately by the responsible agency. Additional information about agency roles and responsibilities can be found in later sections of this planning template. The structure of the Concept of Operations presented in this template is based on the Concept of Operations presented in the Food and Agriculture Incident Annex to the NRF. The 14 topic areas addressed in the Food and Agriculture Incident Annex have been consolidated into six topic areas in this template to simplify the planning process and reduce potential redundancy.

The following section headers serve as the starting point for developing a Concept of Operations document. Each section header is followed by an overview of possible content and general questions, which are provided for guidance. General topics will be addressed in this section of the plan, while specific information about individual agency or group tasks will be described in the Organizations and Assignment of Responsibilities section of this template.

Details regarding specific actions or procedures under each of these headings are not necessary. This level of detail should be reserved for operational plans and standard operating procedures or guidelines. Many of the questions presented in this section of the template solicit operational and procedural details. The intent of these questions is not to increase the level of detail, but rather allow the planning team to consider these details to assure the Concept of Operations is accurate and thorough.

Section II of the FERP Supplemental Information volume provides example text and content suggestions describing the general operations associated with a food emergency.

Incident Identification

Incident identification involves the rapid identification, detection and confirmation of the incident. Incident identification also defines notification and action triggers.

1. What systems exist for routine food safety monitoring and for routine disease and illness surveillance?
2. What existing surveillance systems are capable of detecting a large-scale food emergency?
3. How are these systems related to activation of the FERP?
4. Who conducts surveillance?
5. What is the frequency of surveillance?
6. What components of the food system and/or individual commodities are included in surveillance programs?
7. For what parameters is surveillance conducted (matrices, contaminants, etc.)?
8. What are the indicators of a potential incident?
9. What type of data is needed to confirm an emergency (e.g., sample analysis results, observations)?

10. How is chain-of-custody maintained for samples? This would be important if the incident were deemed to be the result of an intentional act.
11. What triggers FERP implementation?
12. When does a response start?
13. How might specific aspects of incident negatively impact an affected industry and how might this hinder eventual recovery?
14. To whom is an incident reported?
15. Who would report problems?
16. What standard operating procedures (SOPs) or guides (SOGs) regarding incident notification exist?
17. How are clinical samples tested and who will test them, both public and private resources?
18. How are food samples tested and which public and private resources will test them?
19. How are environmental samples tested and which public and private resources will test them?
20. Who has the authority to initiate a response?
21. How is response staff notified?
22. How are coordinating and supporting agencies notified?
23. How are private entities notified?
24. How are community-based organizations notified?
25. When is response staff notified? Are there levels of notification and if so, what are they?

Sample Text -

Observations that could indicate a food-related incident has occurred include:

- Discovery of unusual findings during routine monitoring and laboratory surveillance of food supplies
- Discovery of some physical characteristic of a food item or agricultural product that suggests possible contamination with a biological or chemical agent (e.g., presence of an unidentified and unexpected powder, a bad odor or an abnormal taste)
- Reports of unusual clusters or types of illness among employees or consumers, possibly related to a food or agricultural product
- Observation of suspicious behavior or activity by an employee or customer
- A significant security breach in a food-system facility, storage tank or shipping vehicle, or receipt of a threat indicating that an agricultural or food product has been or will be contaminated
- Two or more of these events occurring simultaneously

Incident Management

Incident management involves: activating the Emergency Operations Center (EOC), (either the SEOC or DEOC); establishing the chain of command; establishing incident command posts and/or area command; and other operational components, such as incident management teams, in order to respond to an event.

1. What is required to activate the DEOC and/or SEOC for a food emergency?
2. How will the scope of a food emergency affect the full or incremental activation of the DEOC and/or SEOC?
3. Who can activate the DEOC and/or SEOC?
4. Who operates the DEOC and/or SEOC?
5. What agencies, departments, or other entities will be present in the DEOC and/or SEOC during a food emergency?
6. How will state and local elected officials be represented in the DEOC and/or SEOC?

7. How will private industry or major trade organizations be represented in the DEOC and/or SEOC?
8. How will voluntary organizations active in disasters (VOADs) and community-based organizations be represented in the DEOC and/or SEOC?
9. How will agencies supporting a food response, which operate their own emergency operation centers, coordinate with the SEOC?
10. Where is contact information for the individuals operating the DEOC and/or SEOC listed?
11. Who is responsible for contact information and when is the list updated?
12. Will a multi-agency coordination (MAC) group be established?
13. How will state operations coordinate with private sector, local, territorial, interstate, and federal operations?
14. How will individual incident or area command posts be integrated into the state response and DEOC and/or SEOC?
15. Who has the operational authority to direct and manage a food emergency?
16. Who assigns personnel to the five elements of incident command (i.e., command, planning, operations, logistics, finance and administration) for a food emergency response?
17. Who is responsible for developing the appropriate job action sheets detailing the following for each specific task: 1) a brief explanation of the functional role and purpose of each job; 2) details of immediate, intermediate and longer-term (extended) responsibilities for each job; 3) the title and contact information of the job's supervisor; and 4) key contact information?
18. What could cause a change in the chain of command and how would the change be implemented? Who has the authority to make the change?
19. How is the organizational chart for a food emergency response structured?
20. How will the food response be coordinated with an associated animal or plant health emergency response?
21. How are high-level elected officials kept informed, although they may not typically part of the incident command.

Sample text relevant to the activation of a SEOC -

Dependent upon the level of the incident, the SEOC may need to be activated. Representatives from the state health department, food regulatory agency, and agriculture department should be present in the SEOC for food and agricultural emergencies to ensure rapid activation of multiple Emergency Support Functions, if the need arises. In all food and agricultural emergencies, communication between departments will be critical to assuring the best possible response. The liaisons or representatives should be pre-identified and contact information updated as determined by the Communication and Coordination section of this plan.

Defining Response Actions

Defining response actions requires assessing the needs of lead and supporting agencies and defining actions necessary for implementation of an integrated response regardless of cause or jurisdiction. Once completed, this section should result in a comprehensive bulleted list of the potential actions needed in a food emergency response and recovery.

1. What various response actions are required for a food emergency response at all levels of government, industry and private sector?
2. What are the general steps in response actions?
3. What actions are necessary to support industry recovery or minimize the impact of an incident on an affected industry?
4. How will response efforts be altered if the incident is identified as a terrorist attack?
5. What evidence-gathering activities may be necessary to support a response?
6. What additional policing could be associated with a response?
7. What types of additional security might be needed to protect pre- and post-harvest food production, processing and distribution?
8. If transportation is affected, what resources will be needed to respond? This could include restricted movement of products, consumers, and other related issues.
9. What type of legal support might be needed during a food emergency? Considerations might include:
 - How will access to affected facilities be obtained if owners do not cooperate?
 - What are the procedures for condemning, confiscating, and disposing of food products?
 - How are responders protected or supported relative to liability, insurance, contracting, etc.?
 - What are the procedures for restricting movement?
10. What types of technical support will the lead agency require during a food emergency?

Sample Text -

Some of the possible actions that a state department of agriculture may need to plan for and implement include, but are not limited to:

- Identifying the need to implement a coordinated response to the incident following standard operating procedures and guidelines
- Assessing the human health and environmental impact of the incident
- Determining what types of incident surveillance is needed
- Developing incident action plans
- Assessing the need to form and activate appropriate strike teams or incident response teams. The state should assess the need to form and activate geographic divisions for the response. These divisions may be specifically tasked with quarantine, surveillance, outbreak investigation, vector control, movement controls, disposal, or cleaning and disinfection
- Assessing the need for federal support or support from other states
- Assessing the need to relax or modify existing state regulations to support the response efforts
- Assessing the types of public information required and the mechanisms to deliver that information
- Assessing the potential for environmental contamination
- Evaluating economic implications and consequences

Communication and Coordination

Effective response coordination involves establishing and maintaining clear lines of communication between lead and supporting agencies, neighboring jurisdictions, and the private sector. Communication and coordination also involves dissemination of incident information to the public.

A contact list for primary and support entities identified in this plan should be included as an appendix to the FERP. The list should be updated periodically, as determined by the plan. A lead organization should be designated as the responsible entity to update the plans. An example of a contact list is included in Section III of the FERP Supplemental Information.

1. How will existing state communication networks (e.g., health alert network) be used to disseminate information during a food emergency?
2. How will incident command posts or area commands communicate with the SEOC?
3. What agency will be the lead in the Joint Information Center (JIC)?
4. What agencies, groups or associations will be present in the JIC during a food emergency?
5. Where will the JIC be located?
6. Who will have access to the contact information associated with the FERP?
7. How will this information be distributed?
8. How would disease surveillance or outbreak investigation results be shared with the Joint Operations Center (JOC) or Joint Field Office (JFO), if necessary?
9. If the incident is determined to be a terrorist incident, how will the response JIC interact with the Federal Bureau of Investigation (FBI) JIC?
10. How will information be shared among public and private partners?
11. How will information be used to minimize the impact of an incident on an industry or facilitate recovery?
12. With whom will information be shared?
13. What communication strategies and plans exist?
14. Is there a graphic representation of the communication system or plan?
15. What types of fact sheets, key messages, and other informational materials need to be prepared in advance to support a food emergency?
16. What groups will be involved with the development and dissemination of public information?
17. What are the procedures for establishing a Joint Information System (JIS)?

Sample Communication Tasks -

- Activate the JIS, ensuring that local health departments and other partners are updated
- Prepare and update basic fact sheets, key messages and other informational materials for distribution to partners, stakeholders, and the public through appropriate established channels
- Prepare and publish information that is accessible to the public via the Internet, in coordination with the Department of Agriculture, PIOs, local health departments, and other participating groups
- Coordinate with federal, state, and local PIOs regarding information release protocols
- Prepare and send out media releases in coordination with the lead agency to the Department of Agriculture, DHS Communications, the governor's office, Emergency Management, epidemiologists, affected local agencies and other participating groups
- Prepare a media release in anticipation of the laboratory confirmation of a presumptive positive, including instructions for the public about proper treatment and access to information about specific sites
- Prepare for media briefings

18. How will local, state, and federal public information officers (PIO) be coordinated?
19. Will affected industries be part of the JIC?
20. What are the procedures for holding media briefings?
21. How will safe handling of contaminated product be conveyed to consumers, especially if a recall is initiated?
22. What strategies exist to encourage consumer participation in product recall?
23. How will the food response be coordinated with an associated animal or plant health emergency response?
24. What procedures exist to obtain authority to request or offer interstate assistance?
25. How will communication be coordinated with international entities in Border States?
26. How will communication be coordinated when the emergency impacts international trade?
27. How will entities responsible for animal and plant safety coordinate with the lead agency during a food emergency?
28. What types of educational information will the state need to prepare and disseminate during a food emergency?
29. How are education and outreach efforts of public and private sector stakeholders coordinated and tied into public information dissemination?
30. What circumstances require interstate coordination?
31. How would interstate coordination benefit recovery efforts?
32. How will the state seamlessly coordinate interstate responses?
33. How will out-of-state support personnel be coordinated?
34. Are response plans consistent with the response plans of states providing support?
35. Are response priorities consistent between adjacent states? Response priorities can include conditions under which a FERP is activated, policies or practices regarding response activities, or any other response-related activities that, if not coordinated and consistent, could negatively impact the effectiveness of a response.
36. How will a comprehensive and functional communications network be established to support the response?
37. How will the state coordinate logistical issues with local responders, federal agencies, and other states providing support to the response?
38. What is the procedure for coordination and communication between responders, supporting entities, and the DEOC or SEOC?
39. How will response be coordinated with foreign countries, when necessary?

Sample Coordination Text -

When incidents require support from outside states, an interstate coordination liaison should facilitate incident management and policy coordination. This liaison should be identified from within the lead agency and closely coordinate efforts with Incident Command. The principal functions and responsibilities of the lead agency liaison should include:

- Ensuring that each agency involved with incident management activities is providing appropriate situational awareness and resource status information
- Establishing priorities between states
- Acquiring and allocating resources required by incident management personnel in concert with the incident command (IC) or unified command (UC) involved
- Anticipating and identifying future resource requirements
- Coordinating and resolving policy issues arising from the incident
- Providing strategic coordination, as required

40. What media policies exist concerning information dissemination to the public?
41. While not part of an actual response, national associations (e.g., NASDA, ASTHO) may provide a resource for distribution of information nationally. How do you intend to disseminate information to these organizations?

Assessment, Control and Containment

The Assessment, Control and Containment section includes a listing of the control, containment, decontamination, and disposal methods used to ensure effective recovery. Disposal may include any infected, contaminated or adulterated products, animals and property. An assessment of environmental contamination and extent of cleanup, decontamination, and disposal of livestock carcasses, plants, or food products also may be included.

The details of this list should further include: the method(s) used to determine adulteration or contamination, an assessment of the further risk of contamination or adulteration, and a determination of public health and economic implications and consequences.

1. What roles would the agencies responsible for pre-harvest food production potentially play in a food emergency?
2. How will pre-harvest animal and plant products be controlled, if necessary, from a response standpoint?
3. What steps are necessary to protect the environment during a food emergency?
4. How are environmental impacts monitored?
5. What are the procedures for destruction and disposal of affected food products?
6. What permitting requirements may be tied to the protection of the environment during the response and recovery from a food emergency?
7. How will food products identified for disposal be transported to the disposal areas?
8. How will outside sources (i.e., contractors, rental equipment, etc.) be identified and deployed in support of a response?
9. What will be done to maintain business continuity and support recovery?
10. Which agencies are responsible for oversight of movement controls and permitting?
11. What are the permitting issues for moving commodities that are not infected, contaminated, or otherwise adulterated, from within a suspect area?
12. How can assessment, control, and containment impact an affected industry and what measures could be employed to minimize this impact?

Food Emergency Response Teams

1. Does the state have a food emergency response team?
2. What jobs would a food response team perform?
3. What types of response teams (e.g., trace-back, sampling, surveillance) does the state intend to use in a food emergency?
4. What type and level of expertise is required for each team?
5. When would teams be formed?
6. Who will be involved?

7. How are response teams activated?
8. Who has the authority to activate response teams?
9. Who maintains the list of contacts for the food emergency response team?

Sample text relative to food-incident response teams -

As the scope of a food emergency expands, it may become necessary to form and activate strike teams (food emergency response teams) to address specific response tasks. These teams may be charged with tasks appropriate to the response, such as: surveillance, sampling, product recalls, trace-backs, disposal of contaminated materials, decontamination and disinfection, evidence gathering, quarantine or embargo, security, public education, sample analysis, or any other operational aspect of mitigating a food emergency. Under ICS, response team roles and responsibilities fall under Planning and Operations. The expertise and agencies represented on a team will be a direct function of the assigned response-specific tasks. Generally, a team should include experts in the following aspects of the emergency: technical or science, policy, media relations, communications staff, etc. Specific examples of appropriate personnel might include, but are not limited to, epidemiologists, law enforcement personnel, food inspectors, samplers, FDA or FSIS personnel, representatives of the lead agency, etc.

Food Safety Surveillance

1. How is food safety surveillance coordinated with the lead agency?
2. What is the procedure for inspection of state licensed facilities associated with a suspected or confirmed foodborne illness outbreak?
3. What groups are responsible for food surveillance?
4. What are the mechanisms for trace-forward and trace-back of products containing suspect (contaminated or adulterated) ingredients?
5. What are the planned field actions to mitigate the incident (i.e., embargo, condemn, quarantine, etc.)?
6. How will contaminated or adulterated food products be retrieved from consumers?
7. How will contagions or chemical hazards be addressed in a recall or during disposal?
8. How is food response coordinated with other animal or plant production agencies or groups if the investigation requires access to or examination of raw food products?

Foodborne Contamination or Adulteration Surveillance and Investigation

1. How is surveillance for foodborne illnesses and disease outbreaks conducted?
2. What groups are responsible for this surveillance?
3. How will groups trained to handle dangerous materials (i.e., National Guard, HAZMAT teams, etc.) be used to support sampling efforts?
4. What authorities exist to allow investigators access to potentially impacted product or processing areas?
5. How is this surveillance coordinated with the lead agency?
6. What is the protocol for the investigation of foodborne illness cases and disease outbreaks?
7. How will chain-of-custody be maintained for samples? This would be important if the incident were deemed to be the result of an intentional act.
8. What are the provisions for collecting split samples for law enforcement when the incident is believed to be the result of a criminal or terrorist act?

9. How are foodborne illness reports/cases or disease outbreak investigations coordinated with appropriate food safety officials at the local, state, or federal level?
10. What is the procedure for reporting cases or outbreaks of foodborne illness to the state and the Centers for Disease Control and Prevention (CDC)?
11. How is CDC assistance requested?
12. How are health and food safety information and guidance provided to the public? (Cross-reference with the Public Information section that follows)
13. How are hospitals, poison control centers, and local public health personnel involved with foodborne illness and outbreak detection?
14. How will recalled food products be addressed and retrieved from retailers, consumers, and other groups such as community food banks?
15. How will contagions or chemical hazards be addressed in a recall or during disposal?
16. What areas of food response still require development or updating of procedures and/or guidelines?
17. How will transportation be impacted by the response (e.g., embargoes or movement control)?
18. How will contaminated or adulterated product be disposed of during the response? How is this contaminant or adulterant dependant?
19. Will quarantines, embargoes, or recalls be associated with the response? If so, who or what agency has the authority to issue these orders?
20. If embargoed products need to be moved, what are the procedures for moving these products?
21. What logistical support is required for a food response?
22. How will food contamination or adulteration trace-back occur?
23. How will law enforcement be involved with a response action?
24. How will monitoring of safety and security of unaffected agriculture and food infrastructure be carried out during a response?
25. What procedures will be needed to control and possibly detain suspect food products or ingredients before exportation or importation?
26. What precautions are associated with transporting dangerous goods (e.g., infectious materials, hazardous waste or radioactive materials)?
27. How will evidence collection and policing be coordinated with response efforts to mitigate the threat to public health?
28. How will evidence gathering be coordinated with possible specimen and sample collection?

Laboratory Services

1. Is there a state or agency laboratory response plan? If so, does it address a food-related emergency response?
2. What clinical laboratory support is needed during the response to a food emergency?
3. What food laboratory support is needed during the response to a food emergency?
4. What environmental laboratory support is needed during the response to a food emergency?
5. What animal laboratory support is needed during the response to a food emergency?
6. What plant laboratory support is needed during the response to a food emergency?

7. What types of food samples will be analyzed and what are the target analytes?
8. What types of biological samples will be analyzed and what are the target analytes?
9. What types of environmental samples will be analyzed and what are the target analytes?
10. What types of chemical samples will be analyzed and what are the target analytes?
11. What types of radiological samples will be analyzed and what are the target analytes?
12. What types of animal-related samples will be analyzed and what are the target analytes?
13. What types of plant-related samples will be analyzed and what are the target analytes?
14. What are the contingency plans for providing laboratory support (food, biological, environmental or radiological) when state laboratory capacity is exceeded?
15. How will chain-of-custody be maintained for samples? This would be important if the incident were deemed to be the result of an intentional act.
16. What laboratories will do the analyses?
17. How will the level of data quality, desired throughput capabilities or other factors affect the laboratory selection process?
18. What sample throughput will be required of laboratories supporting a food emergency response and can that throughput be maintained for the anticipated time frame? What is the laboratory surge capacity?
19. If sample throughput cannot be maintained, what are the contingency plans to provide analytical support to the response?
20. Are there safety issues that should be addressed relative to the inherent danger of the samples themselves?
21. How will chain-of-custody be maintained by the laboratories?
22. How will laboratories coordinate with the lead agency?
23. What are the roles of food and human health laboratory networks (i.e., Food Emergency Response Network (FERN), Laboratory Response Network (LRN), National Animal Health Response System (NAHRS), Integrated Consortium of Laboratory Networks (ICLN) and others) for the purposes of human or animal disease and contamination surveillance and diagnosis?
24. How will laboratories coordinate information and data sharing with the appropriate food and human health networks (i.e., FERN, LRN, NAHRS and others) for the purposes of human or animal disease, contamination, surveillance, and diagnosis?

Sample text relevant to laboratory services -

The roles and responsibilities of the laboratories used during a food emergency must address the need for clinical, food, and environmental sample analysis. States should identify the laboratories capable of testing for specific agents (chemical, physical, biological or radiological) in both human and animal populations.

Sample Tasks -

- Provide analytical testing of food, environmental, animal and human clinical samples for pathogens, toxins and chemicals
- Maintain capability for conducting analysis using rapid, precise and accurate methods
- Perform complex food analyses with high precision and accuracy at an elevated throughput rate for extended periods of time
- Coordinate information and data sharing with food, animal and human health laboratory networks, such as the FERN, NAHRS, LRN and ICLN
- Provide timely reports of laboratory results
- Maintain chain-of-custody
- Provide sample collection tools, equipment and guidance to field investigators

25. How will the laboratories coordinate delivery of information and results to epidemiology staff, local public health partners, and federal agencies such as CDC, USDA, and FDA?
26. What are the potential gaps in the ability to deliver the required information and data?
27. How will food and clinical laboratories share results?
28. What rules govern the release of laboratory findings?

Recovery

Recovery planning and actions are critical to ensuring that there is a continued market for goods following a food or agriculture incident. Industry recovery begins the instant an incident is identified and a response is initiated. Some early recovery efforts may focus on communication designed to inform and protect the public health while maintaining and protecting economic industry vital to a community. Recovery planning and actions during an incident are as critical as those taken at the terminal end of an incident. In fact, recovery actions taken during an incident are likely to facilitate final recovery and lessen the overall impact on an incident on an industry.

Since the globalization of the farm-to-table pathway, an incident involving food and agriculture would likely impact trade internationally. A quick recovery may help ensure re-establishment of markets in a short time period.

Recovery addresses the events necessary to return an area or business to pre-emergency conditions. A food-related incident, particularly a deliberate one, can have widespread negative effects. For many states, the agriculture and food industries account for a large portion of the economy. In addition, this type of incident could easily escalate into a national and international crisis, resulting in product embargoes. Because of the serious ramifications of a food-related emergency, it is necessary to plan for recovery.

Recovery can be addressed in detail in this section; however, some states may have a detailed and separate recovery plan. If a state has a separate recovery plan, this section should, at the least, identify the various agencies involved with recovery. In addition, the existing plan should be verified to ensure it addresses any unique aspects of recovery related to a food incident.

1. What resources are necessary to assist in the full recovery of the food systems (i.e., businesses) affected by the incident?
2. How is business continuity addressed under recovery?
3. What are the necessary elements of recovery?
4. What specific recovery topics need to be addressed in the FERP?
5. If the state has an independent recovery plan, does it address any unique elements that result from a food emergency?
 - What state agencies are involved with recovery planning and implementation?

Sample recovery topics and general elements of a recovery plan -

- Public information policy and procedures
- Media relations planning
- Financial assistance
- Prepared statements for state department officials
- Prepared statements for the governor
- Alternate transportation plans
- Environmentally sound disposal of contaminated materials
- Ongoing communication with impacted private sector entities

- Who is responsible for updates to the recovery plan?
6. How will recovery be included in the response?
 7. Where will the detailed recovery procedures be addressed? Will there be a stand-alone recovery plan?
 8. What are the general recovery requirements?
 9. What tasks will be required to address recovery?
 10. What additional equipment or staff will be involved?
 11. How should food surveillance be used during recovery?
 12. How should disease surveillance be used during recovery?
 13. How will recovery activities such as decontamination be impacted by a criminal investigation component?
 14. What is the procedure for decontamination of a food distribution, processing, or preparation facility and the process for reinspection which will allow a return to normal business operations?

Sample topics that should be addressed in Recovery -

- Determine what continued surveillance is needed and the timeline for continued surveillance
- Determine the conditions under which recovery would be complete
- Identify all areas involved with the response that require recovery activities and support
- Provide access control to the affected zone and remove access control when possible
- Remove controls on food, water, crops and livestock when possible
- Involve community and social service agencies
- Maintain continuity of government
- Restore essential food production and retail services
- Track costs for reimbursement
- Respond to the media and communicate with the public to address concerns and/or rumors
- Host official visitors and delegations
- Conduct hazards evaluations to ensure safety of response teams and the public
- Resolve long-term issues related to pre- and post-harvest food production impacted by the food emergency
- Encourage immediate business recovery
- Foster long-term economic recovery
- Identify gaps and initiate repair of response plan

VII. PRINCIPAL PARTIES

An important part of preplanning for an event is the identification of all agencies, organizations and principal parties needed to carry out the response. It allows the planners to agree on available resources and response activities needed. It also allows planners to ensure incident management structure and protocols are consistent with NIMS. This section produces a list of entities that will be discussed in detail in the Organizations and Responsibilities Section of the FERP.

State

1. What state agency or agencies will be leading the food emergency response?
2. What state agencies will be supporting a food emergency response?
3. How are these agencies made aware of their potential roles?
4. Are responsibilities identified in the Organizations and Responsibilities section?

Federal

1. What federal agencies support a food emergency response?
2. Are responsibilities identified in the Organizations and Responsibilities section?

Tribal

1. What tribal entities support a food emergency response?
2. How will they interact with the lead state agency?
3. How are these entities made aware of their potential roles?
4. Are responsibilities identified in the Organizations and Responsibilities section?

Local

1. What local agencies support a food emergency response?
2. How are these groups made aware of their potential roles?
3. Are responsibilities identified in the Organizations and Responsibilities section?

Private Sector

1. What private organizations and individuals (i.e., trade or commodity groups, agricultural partners, companies, veterinarians or other professionals) are involved in support of a food emergency response?
2. How are private organizations and individuals made aware of their potential roles?
3. Which of these private organizations and individuals warrant inclusion in the plan's Organizations and Responsibilities section?

VIII. ACTIONS

The Actions section is included in the Food and Agriculture Incident Annex to the NRF and has been adapted for this template. This section is not listed as a base plan component in the CPG 101. If used, this section identifies key departments or agencies and ties the actions from the Concept of Operations section to those responsible for the actions. The Actions Section should describe these lead agencies and their critical roles and responsibilities in an Executive Summary. The inclusion of this section should only be considered when a state's intent is to produce a supporting annex or appendix to an existing overarching departmental emergency operations plan.

IX. ORGANIZATIONS AND ASSIGNMENT OF RESPONSIBILITIES

The purpose of the Organizations and Assignment of Responsibilities section is to identify the entity responsible for lead areas of a response and those supporting response efforts. In many instances, multiple agencies will be involved with each specific response-related task as the lead agency, primary responding agency, or support agency. These roles are required to execute and accomplish FERP objectives.

The level of detail in this section should clearly define specific responsibilities. If certain responsibilities shift as the scope or duration of an emergency changes, these changes should be noted. Specific triggers for such changes should be described and potentially impacted departments or agencies listed.

Section III of the FERP Supplement contains a responsibilities matrix that can be completed during the planning process. The responsibilities listed in this example matrix are not intended to be all-inclusive. The graphic representation of the roles and responsibilities provides a summary of the information and should be included in the FERP.

Governor

If the FERP is an annex to a state all-hazard emergency plan, the role of the governor should already be appropriately defined. Thus, the only additional responsibilities summarized in the FERP should be those gubernatorial responsibilities unique to food emergencies. If the FERP is a stand-alone document, the role of the governor needs to be consistent with other state emergency planning assumptions and should be briefly summarized in the FERP.

1. What role will the governor play in a food emergency?
2. What state resources require the governor's involvement before they can be used to support a response?
3. What actions will the governor take to activate the FERP?
4. What are the governor's powers related to rescinding orders or regulations to facilitate a response action?
5. How is the governor involved in the state's participation in EMACs or the formation of mutual aid agreements?
6. What is the governor's role in requesting assistance from other states or the federal government?
7. How does the governor coordinate with the lead agency?
8. How will the governor be notified of a food emergency?
9. What are the triggers for notifying the governor?

Lead Agency (Agriculture and/or Health)

Identify the agencies or departments within the state that will be acting as the lead agency. The questions below apply to these agencies or departments.

1. Is there a single lead agency or are there shared responsibilities in a food emergency? Does this depend on the type of food involved in the incident?
2. Identify the lead agency or agencies.
3. Can any of the lead agencies activate the FERP?
4. What authorities do the lead agency or agencies have for managing a food emergency response?
5. How is the lead agency involved with obtaining resources to support a response?
6. What is the lead agency's role in restricting or otherwise controlling transportation and distribution of potentially contaminated food within the state or into the state from boundary states or across international borders?

Sample Tasks -

- Define restrictions on interstate commerce
- Obtain additional resources, as necessary
- Implement an embargo on contaminated products
- Request voluntary product recalls
- Consult with federal, state and local authorities regarding response and food safety threat warnings
- Define the affected area
- Direct and/or assist with disease prevention and food safety activities, including quarantine, embargo, product recall, evaluation, slaughter, disposal, cleaning and disinfecting, epidemiology, trace-back, trace-forward, vector control, and transportation permitting arrangements
- Define training requirements for employees of support agencies involved with emergency response operations
- Prepare information for dissemination to the public, producers, processors, and other concerned groups

7. What other jurisdictions may share authority in movement restrictions (e.g. sheriffs office)?
8. How does the lead agency coordinate with the governor?
9. How does the lead agency coordinate with local response entities, federal agencies, and other states that are supporting the response?
10. How is the lead agency involved with defining the affected area or issuing a quarantine or product embargo?
11. What role does the lead agency have in product recalls?
12. What role does the lead agency have in product trace-back?
13. How is the lead agency involved with public information creation or dissemination?
14. What roles will the lead agency have in recordkeeping and developing after-action reports relative to the response?
15. How will the lead agency coordinate with law enforcement in the event of a threat, intentional tampering, or terrorist event?
16. Is there a food safety task force? If so, what is their role?

State Agencies or Departments Supporting the Lead Agency

Identify the agencies or departments within the state that will be supporting the lead agency. The questions below apply to all of these agencies or departments.

1. What authorities do the supporting agencies or departments have to support a food emergency response?
2. How are the support agencies or departments involved in obtaining resources to support a response?
3. What are the support agencies or departments roles in restricting or otherwise controlling transportation and distribution of potentially contaminated food within the state or into the state from boundary states or across international borders?
4. How do the support agencies or departments coordinate with the lead agency?
5. How are the support agencies or departments involved in defining the affected area or issuing a quarantine or product embargo?
6. What responsibilities do the support agencies or departments have in product recalls?
7. What roles do the support agencies or departments have in product trace-back?
8. How are the support agencies or departments involved with public information creation or dissemination?
9. How are supporting agencies or departments involved in disease eradication and food safety threat activities such as quarantine, embargo, product recall, evaluation, slaughter, disposal, cleaning and disinfecting, epidemiology, trace-back, vector control, and permitting arrangements during a food emergency?
10. What roles will the support agencies or departments have in recordkeeping and developing after-action reports relative to the response?
11. How will the support agencies or departments coordinate with law enforcement in the event of a threat, intentional tampering, or terrorist event?

Federal Agencies

Federal responsibilities are not determined by the states; however, it is recommended that states identify expected federal responsibilities within their respective plans to ensure seamless integration with the NRF, Emergency Support Function (ESF) #11, the Food and Agriculture Incident Annex to the NRF, and NIMS. This is essential to proper planning, which must effectively integrate and coordinate federal response assistance. Sample descriptions of key federal agencies that may be involved in a food emergency and their common responsibilities are provided in Section II of the FERP Supplemental Information. If the desired federal support is not identified in the NRF or in Section II of the FERP Supplemental Information, states should find alternative sources for that support.

Tribal Governments

Coordination with tribal governments within a state will be a critical part of the planning process. State and tribal government interactions, communication, authorities should be clearly defined in the FERP.

1. How does a tribal area become involved in a state's food emergency response?
2. What are the mechanisms in place to coordinate mutual aid with a tribe?
3. Who is the tribal liaison with the DEOC or SEOC?
4. How does the lead agency coordinate with tribal entities involved in a response?
5. What are the procedures for coordinating the dissemination of information within the tribal nation, businesses, and other tribal entities?
6. How do tribal governments request support from state entities? How do state entities request support from tribal governments?

Local Government

This section should address responsibilities at the local level, including consideration of available resources, communication, and coordination. Local responders may play a pivotal role in a response action. Local agencies may have individual response plans that include areas such as public health response, hospital surge capacity, and law enforcement. Upon completion of a food response plan, states should coordinate with local entities to assure plan integration.

Emergency Management

1. What local entity will be responsible for developing and maintaining a Local Emergency Operations Plan (LEOP)?
2. How are LEOPs coordinated with the FERP?
3. How does this tie into state emergency management?

Emergency Responders

1. What is the scope of involvement for local responders when supporting a response action?
2. What are potential roles for local responders during a food emergency?
3. How do emergency responders prepare to support a food emergency?

Local Health Departments

1. Which local departments, agencies, or entities will be the initial responders in a food emergency?
2. What are the roles of local health departments in the multiple aspects of a food emergency response?
3. How are the actions of the local health departments coordinated with the lead agency?
4. What authorities exist to allow local investigators access to potentially impacted product or processing areas?
5. Do local entities have the authority to issue quarantine or embargo orders for food products? If yes, where and with whom does the authority lie?
6. Do local entities have the authority to condemn food products or ingredients? If yes, where and with whom does the authority lie?

Local Hospitals

1. What roles will local hospitals play in the multiple aspects of a food emergency response (i.e., diagnosis, capacity, capability, surveillance, investigations, reporting and treatment)?
2. How will local hospitals be integrated into ICS and NIMS?
3. What are the reporting requirements for hospitals relative to illness, contamination, and disease surveillance?
4. How will food emergency information be communicated to this group?

Local Law Enforcement

1. What are the roles of local law enforcement relative to a food emergency?
2. How will local and state law enforcement coordinate response actions?
3. How will local law enforcement coordinate response actions with federal law enforcement in the event of intentional tampering or terrorist event?

Local Elected Officials

1. How are local resources made available to support a response action?
2. What roles do local elected officials play during a food emergency response?
3. What special authorities do local governments have that would be used to support a food emergency response?
4. How will communication of information be addressed with elected officials?

Voluntary Organizations Active in Disasters and Other Volunteer Response Teams

1. What roles will VOADs play in response to a food emergency?
2. It is common for individuals to belong to multiple VOADs. How will this be factored in when planning for VOAD support?
3. What VOADs exist within the state?
4. What locations are available to assist within the state?
5. What volunteer organizations exist in the state? At the local level? How will they be notified?

Private Sector

This section should identify the private entities that provide support during a food emergency response. In addition to mitigation of food emergency incidents, food producers, processors, transporters and retailers have policies, procedures and protocols in place to detect and evaluate potential pre- and post-harvest food incidents. Examples of private sector entities are included in Section II of the FERP Supplement.

1. What private entities within a state will provide support during a food emergency response?
2. What support can private entities provide to a food emergency response?
3. What food-related purchase records do food processors, retailers, and restaurants maintain? Which of these records will be useful in a product trace-back?
4. What are the laboratory capabilities of private entities?
5. How will pharmacies be used to support a food emergency?
6. What policies and procedures should private entities have in place to prepare for a food emergency response or to help prevent the occurrence of a food emergency?
7. How do private entities coordinate their support of a food emergency response?
8. How will private entities be used to support communications?
9. What are the procedures for a private entity to report a suspected food emergency incident?
10. How do food companies evaluate consumer complaints and use this information to monitor for the occurrence of a food incident?
11. What are the relevant reporting requirements to governmental and regulatory agencies?
12. What product and ingredient tracking requirements exist for food producers, processors, distributors, and retailers?
13. How will recalls initiated by the private sector be coordinated with government officials?
14. How will trace-back/trace-forward investigations conducted by the private sector be coordinated with government officials?
15. Is there a formal public/private partnership that can support an emergency?

Trade Associations

1. What trade associations within a state could provide support during a food emergency response?
2. How do trade associations coordinate support of a food emergency response?
3. How should trade associations assist with information development and dissemination?
4. How are trade associations involved with preparedness relative to preventing or responding to food emergencies?

Private Hospitals or Clinics

1. What roles will private hospitals or clinics play in the multiple aspects of a food emergency response (i.e., surveillance, investigations, reporting and treatment)?
2. What are the reporting requirements for hospitals relative to illness, contamination and disease surveillance?
3. How is information disseminated to this group and how is it shared?

Poison Control Center (Oversite may be private, state, or private/public partnerships)

1. What is the role of a poison control center in supporting a food emergency response?
2. How does a poison control center coordinate and report possible incidents to the lead agency?

X. DIRECTION, CONTROL, AND COORDINATION

This section should describe the framework for all food response related direction, control and coordination. It should identify the necessary authorities to initiate response and recovery activities relative to a food incident. In order to be NIMS compliant, information in this section should include a description of the conditions under which the lead agency assumes command of an incident. It should identify who has operational and tactical control of response assets. In other words, this section should identify command responsibilities for both the emergency operations and response aspects related to a food emergency incident. In addition, this section should outline the conditions for establishing different incident command structures (i.e., multi-agency coordination system, area command, etc.). This structure is critical for allowing each participating jurisdiction to maintain its own DEOC, if necessary.

This section should also include information about designated agency and department personnel trained in NIMS and ICS responsible for overall direction of the response activities.

1. What authorities are required to implement this response plan?
2. What authorities are necessary to initiate recovery?
3. How does the lead agency assume command of an incident?
4. Is there a different command for emergency operations and response activities? If so, what are the specific differences and how does that comply with NIMS?
5. What incident command structures are anticipated for most food incidents and specifically, what are the triggers for establishing each type of anticipated command structure?
6. How have the lead and support agencies addressed the need for NIMS and ICS training?
7. What does the graphical representation of the proposed command structure look like

XI. INFORMATION COLLECTION AND RESOURCES

This section identifies the type of information needed, where it originates, who uses the information, how the information is shared, the format for providing the information, and any specific instances when the information is needed.

When local entities are expected to create or deliver information, the state should develop this section in close coordination with local representatives and communicate these expectations to local jurisdictions. This section may be expanded as an annex or as a stand-alone department communications plan.

1. What are the types of public information that will need to be created and disseminated during a food incident and subsequent recovery?
2. What information needs to be assembled and conveyed to responders?
3. What is the intended purpose of communication to the public? Is additional information developed for responders?
4. Who is responsible for content development?

5. Who will be the spokesperson for information dissemination to the public?
6. How are Incident Action Plans (IAPs) and Situation Reports (SitReps) integrated into this type of emergency? Who will be responsible for maintaining these reports, how often will updates be required, and who will be the recipient of these reports?

XII. COMMUNICATIONS

This section describes communication protocols between response organizations and coordination procedures used during emergencies and disasters. It does not describe communications hardware or specific procedures found in departmental standard operating procedures or guidelines.

1. What response agencies will need to maintain direct communications?
2. How will communication be coordinated between response agencies?
3. Who is responsible for this coordination?
4. What mechanisms will be used for communication?

XIII. ADMINISTRATION

This section should describe administrative policies that support the implementation of the plan. At a minimum, this section should contain information about agreements and understandings that support regional response. Careful attention must be paid to planning in support of emergencies that remain at the state level and do not reach the level of a federal emergency, where additional support would become available (Stafford Act, Incident of National Significance, secretary declaration). Example text is provided in Section II of the FERP Supplemental Information.

1. What emergency actions would require significant state support?
2. What are the state's sources of federal and non-federal emergency funding?
3. Are there specific state statutes that address emergency funding?
4. What Memoranda of Understanding (MOU) or Mutual Aid Agreements (MAA) exist to support a food emergency response?
5. What MOUs and MAAs need to be developed to support a food emergency response?
6. How will resources necessary for the response be monitored, delivered and allocated?
7. What assets would be accessible through the Emergency Management Assistance Compact (EMAC)

Content suggestion -

All agencies and organizations included in this plan should provide annual training to their staff assigned to implementing the plan. In addition, if a food emergency response team is included as part of the food response plan, that team should receive training as a team at least annually. Ideally, this training will consist of tabletop or functional exercises of the FERP.

XIV. PLAN DEVELOPMENT AND MAINTENANCE

Due to the changing nature of food production, potential threats and the ability to respond to emergencies, states should periodically review, revise and update their FERP. Phone numbers and other contact information must be current. (See Section II of the FERP Supplemental Information volume for additional guidance.)

1. What agency or department is responsible for plan development and maintenance? If possible, this duty should be tied to a specific person or job description.
2. How will exercise after-action reports be used to update the plan?
3. What other sources of information will be used to update the plan?
4. How often is the plan updated?
5. Who is responsible for the updates?
6. How frequently will the contact lists attached to the plan be verified?
7. Will the contact information be verified more frequently than the plan itself?
8. How are updates shared with responders and supporting agencies or other involved entities?
9. How are the FERP users notified when it is updated?
10. What training is provided for agencies and organizations involved with a food emergency response?
11. How are the multiple agencies responsible for responding to a food emergency trained together to encourage a united response?
12. How is training used to support preparedness?
13. How does the state test the preparedness of responders or the efficacy of the FERP?
14. What agencies and other groups supporting a food response are involved with training and exercises?
15. How are agencies and other groups retrained based on exercise outcomes and lessons learned?
16. What levels of education and training are needed for the responders?
17. How will exercises be used to educate responders and the public?
18. What experts do you use to critique your plan?

Content Suggestion -

This plan should be reviewed at least annually. Additionally, the FERP's contact list should be updated whenever any changes to key individuals are made. Key individuals should be noted on the contact list. Responsibility for plan updates and maintenance should be placed with an individual of appropriate authority, within the lead agency.

Content Suggestion -

The Food Emergency Response Plan should be exercised on an annual basis. Retraining of response team members and agency and organization staff should be based on lessons learned while exercising the plan.

New employees also should receive training so that they are able to carry out their respective duties in case of a food emergency. New employee contact information should be updated and delivered to all departments that will use the food defense plan.

XV. AUTHORITIES AND REFERENCES

This section should describe the legal basis for emergency operations and contain references to important documents the appendix supports, such as the emergency operations plans. Planners must be sure that the responding and supporting agencies have the authority to implement the state response plan. Legal authority related to the treatment of citizens, use and payment of state and local resources, and other aspects of an incident response must be carefully reviewed for consistency with existing local, state and federal laws, regulations or policies.

States should focus on the special authorities needed for a large-scale food emergency response. If the FERP is intended to be a stand-alone document, general authorities relative to implementing the response should be included. This section should provide a detailed listing of legal authorities. State and federal regulations and statutes should be cited specifically and attached to the plans to provide easy reference for the reader. Care should be taken to check for conflicts between the various legal authorities involved, as well as potential for interstate or federal conflicts. If other state emergency plans, annexes, appendices or emergency support functions already reference these authorities, cross-referencing these existing plans may be appropriate.

1. What authorities exist to specifically deal with the unique requirements of a food emergency response (i.e., access to products or facilities, inspection, quarantine, embargo, and destruction of products)?
2. What food emergency response actions will require additional or revised authorities for the responding agencies?
3. What federal and state statutes related to food emergencies have the potential for conflict and how will this be resolved?