

**ANNEX 11**  
**ESF-11 - FOOD SERVICES**

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COORDINATING: SC Department of Social Services

PRIMARY: SC Department of Education; SC Department of Agriculture; American Red Cross; The Salvation Army; Food Bank Association of the Carolinas

SUPPORTING: SC Baptist Disaster Relief

**I. INTRODUCTION**

- A. An emergency or disaster will 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.
- B. There also will 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.
- C. On the fringes of the affected areas, schools and small institutions with food inventories could be used to begin the feeding of disaster victims.
- D. An effective feeding operation must be immediately initiated, to include but not limited to obtaining appropriate U.S. Department of Agriculture (USDA) food supplies, coordinating transportation of food supplies to designated sites within the disaster areas, and requesting the Disaster Supplemental Nutrition Assistance Program (D-SNAP) as required.
- E. During the recovery phase, the D-SNAP program may be initiated as authorized. If D-SNAP is not initiated, the population that lost food or had food spoilage can get a statement from the local utility showing when their power went out, take it to the local DSS office, and receive SNAP benefits.

**II. PURPOSE**

- A. Coordinate and identify food requirements in disaster affected areas.
- B. Procure and distribute food products to include USDA food to organizations engaged in mass feeding operations and/or staging areas within the affected areas.
- C. Ensure the safety, stability, and security of the food supply (commercial and USDA Foods).

**III. CONCEPT OF OPERATIONS**

- A. SC Department of Social Services (SCDSS) is the lead agency for ESF-11 and is responsible for coordinating ESF-11 administrative, management, planning, training, preparedness, mitigation, response and recovery activities to include

developing, coordinating and maintaining ESF-11 Standard Operating Procedure (SOP).

- B. ESF-11 supporting agencies will assist the SCDSS in the planning and execution of the above.
- C. ESF-11 will coordinate with all supporting agencies and other appropriate departments/agencies and organizations to ensure operational readiness.
- D. Each ESF-11 support agency/organization will operate under their mandated Federal, State, or organizational regulations, and their parent organizations will maintain complete administrative and financial control over their activities.
- E. ESF-11 will operate under and in accordance with existing USDA authorities and regulations, as well as the requirements of supporting agencies and the Stafford Act, to provide disaster food supplies to designated disaster staging areas and/or authorize the issuance of food benefits.
- F. ESF-11 will obtain from ESF-6 (Mass Care) an estimate of the number of people that will be impacted in order to assess the anticipated demand.
- G. ESF-11 will coordinate with SC Department of Education (SCDE) to obtain warehouse inventories and, if additional food supplies are needed. ESF-11 will coordinate the transportation of such supplies to food distribution sites, fixed meal sites or designated staging areas.
- H. 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.
- I. Menus
  - 1. Volunteer organizations conducting food preparation will determine menus with consideration of dietary needs.
  - 2. Volunteer agencies will determine and adjust menus based on food quantities as available.
  - 3. Other mass care organizations with food resources may supplement the food supply.
- J. Requisitioning of USDA Foods
  - 1. The SCDE and SCDSS will manage the requisitioning of USDA food under the particular programs they administer.

2. SCDE and SCDSS will secure and ensure the delivery of food supplies suitable for either household distribution or fixed meal service as appropriate.
  3. Areas of acute need will be given priority transportation of USDA critical food supplies.
- K. In coordination with and in support of the counties, 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.
- L. ESF-11 will assess the effectiveness of the food distribution network and oversee the inventory of food resources procured by this ESF.
- M. ESF-11 will coordinate through ESF-6 to ensure timely deliveries of food. ESF-6 will then coordinate with SCEMD Logistics.
- N. SCDSS will be the Point of Contact (POC) for all requests for USDA food.
- O. Food Banks
1. Harvest Hope Food Bank serves as the lead agency for the Food Bank Association of the Carolinas (FBAC).
  2. The FBAC will acquire, package and distribute non-USDA food products to affected households within the disaster area.
  3. USDA food supplies being stored in FBAC warehouses cannot be used for household distribution without prior approval from the USDA Food and Nutrition Service Southeastern Regional office and SCDSS.
  4. Donated food acquired as a result of ESF-18 (Donated Goods and Volunteer Services) activities will be used for household distribution and/or mass feeding in accordance with the donor's intent.
- P. ESF-11 will coordinate with Federal ESF-11 to obtain Federal assistance when required.

#### **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 transportation shortfalls and coordinate solutions with SCEMD Logistics.
5. Ensure procedures are in place to document costs for any potential reimbursement.
6. Participate at least annually in State exercises and/or conduct an exercise to validate this Annex and supporting SOPs.

**B. Response**

1. Coordinate the inventory of food supplies and determine availability of food within the disaster area.
2. Coordinate with ESF-6 (Mass Care) to identify the number of people in shelters and others in need of food.
3. Coordinate with ESF-6 (Mass Care) to identify the locations of all fixed feeding and distribution sites.
4. Coordinate with ESF-7 (Finance and Administration) and ESF-18 (Donated Goods and Volunteer Services) to acquire food, equipment, and supplies required to support food service operations.
5. Coordinate the transportation of food supplies into the disaster area as needed.
6. Coordinate warehouse space and needs for staging areas in conjunction with SCEMD logistics or ESF-18 (Donated Good and Volunteer Services).
7. Coordinate flow of request and delivery of food supply into disaster areas.
8. Coordinate with ESF-6 (Mass Care) to assess the need and feasibility of implementing the D-SNAP.
9. In coordination with ESF-6 (Mass Care), monitor the number of mass care feeding sites providing food to disaster survivors.
10. Establish communications with Federal ESF-11 to coordinate food service assets beyond State capability.
11. Coordinate with SC Department of Health and Environmental Control (SCDHEC) for food safety standards, practices and potential food threats.
12. Coordinate with ESF-17 (Animal/Agriculture Emergency Response) for issues relating to the safety, food and well-being of pets and/or animals.
13. Provide ESF-11 representation on the Recovery Task Force.

**C. Recovery**

1. Continue to monitor food requirements.
2. Coordinate support for the implementation of the D-SNAP.
3. In coordination with ESF-6 (Mass Care), coordinate the assessment of special food concerns of impacted residents.
4. Coordinate the establishment of logistical links with local organizations involved in long-term fixed 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. Support long-term recovery priorities as identified by the 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 for inclusion in agency or State/Federal briefings, situation reports and action plans.

**V. RESPONSIBILITIES****A. General.**

1. ESF-11 lead and support agencies will ensure ESF-11 personnel are 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 structure, functions and responsibilities of the Incident Management Assistance Teams (IMAT), and the JFO.
2. ESF-11 lead and support agencies will identify, train, assign and provide personnel to staff ESF-11 in the SEOC.

B. SC Department of Social Services

1. Preparedness

- a. Develop operating procedures to implement the SCDSS Food Service functions of ESF-11, including an alerting list of SCDSS and Department of Education emergency food services responders.
- b. Assess the stock levels of USDA food (commodities) administered by SCDSS and the availability of storage space, handling equipment, and support personnel.
- c. Participate in exercises to test operating procedures.
- d. 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.
- e. Coordinate with SCDE for transportation and distribution of USDA food supplies to the affected areas.

2. Response

- a. 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. Coordinate with the food services member agencies and organizations to assess the USDA food stocks (commodities) which they administer. This assessment includes but is not limited to handling equipment, storage, transportation, and distribution facilities.
- d. In response to requests for USDA food, arrange shipment of USDA food (commodities) administered by SCDSS.
- e. Coordinate with other food services member agencies and organizations in their shipment of USDA food to designated staging areas or distribution points.

3. Recovery
  - a. Coordinate the phase-down of USDA food distribution to staging areas.
  - b. Coordinate with USDA food distribution agencies and organizations involved in feeding, to collect reports and records of USDA food usage, personnel hours, and associated expenditures.
  - c. Coordinate D-SNAP.

C. SC Department of Education

1. Preparedness
  - a. Assess the stock levels of USDA food administered by the SCDE and the availability of storage space, handling equipment, and support personnel.
  - b. Coordinate with contracted commercial distributors.
  - c. Assist County School District Food Services Supervisors by disseminating information and providing guidance in their development of emergency response operational procedures.
  - d. Coordinate with SCDSS for transportation and distribution of USDA food supplies to the affected areas.
2. Response
  - a. Coordinate with affected school districts in their assessment of USDA food requirements and the condition of the school districts' food preparation facilities.
  - b. Assist SCDSS in coordinating with other food service agencies and organizations to gather information concerning their food requirements, food preparation facilities in order to respond to requests for USDA food.
  - c. Assess USDA food stocks administered by SCDE and distribution facilities.
  - d. Maintain logistical links with school districts involved in feeding shelter population, and in providing USDA food to established feeding sites.
  - e. Arrange shipment of USDA food to such school districts as required and assists in problem resolution when requested.

- f. Coordinate the availability of transportation for USDA food administered by SCDE.
- 3. Recovery
  - a. Initiate a phase-down of USDA food distribution as feeding operations decrease.
  - b. Coordinate with affected school districts to collect and record USDA food (administered by SCDE) usage and distribution, personnel hours, and associated expenditures.
- D. SC Department of Agriculture (SCDA)
  - 1. Preparedness
    - a. Develop plans and SOPs for deployment of SCDA personnel and resources in an emergency.
    - b. Participate in exercises to train department personnel in emergency operations and procedures.
    - c. Assist in locating potential food resources for disaster feeding and will coordinate food safety activities as necessary.
    - d. Receive and evaluate potential food safety alerts, and will coordinate appropriate preparedness and response or recovery activities.
    - e. Initiate embargo authority as needed to control products suspected to be adulterated or otherwise unsuitable for consumption.
  - 2. Response
    - a. Coordinate response of Clemson University Cooperative Extension Service in deploying extension personnel as needed.
    - b. Provide assistance in locating potential food resources suitable for disaster response activities.
    - c. Provide food safety and security response support.
    - d. Provide inspection and coordination for embargo authority where necessary to prevent use of food supplies which are damaged or suspected of being unsuitable for use.



3. Recovery
  - a. Coordinate recovery assistance efforts which engage SCDA field inspectors.
  - b. Supervise 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
  - 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. Supplement USDA food stocks per established agreements with private vendors.
4. Provide independent food preparation in accordance with Red Cross 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
  - 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. Supplement USDA food stocks per established agreements with local vendors.
4. Provide independent food preparation in accordance with The Salvation Army policies.

G. Food Bank Association of the Carolinas

1. Identify, train, and assign personnel to maintain contact with and prepare to execute missions in support of ESF-11 during periods of activation.

2. On order, request Harvest Hope personnel staff to assist ESF-11 in the SEOC.
3. Participate in the coordinated distribution of food supplies at point of service.
4. Coordinate the acquisition and distribution of non-USDA donated food supplies to affected households and/or Volunteer Organizations Active in Disaster (VOAD) organizations.

## **VI. FEDERAL ASSISTANCE**

- A. This Annex is supported by the National Response Framework for ESF-11 (Agriculture and Natural Resources)
- B. Federal ESF-11 executes five primary functions:
  - Providing nutrition assistance
  - Responding to animal and plant diseases and pests
  - Ensuring the safety and security of the commercial food supply
  - Protecting Natural and Cultural resources and Historic properties (NCH) resources
  - Providing for the safety and well-being of household pets
- C. Federal ESF-11 will have a representative in the JFO.