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In October 2004, NASDA organized a workgroup to support and implement the scope and objectives of the cooperative agreement. Workgroup members included representatives from federal agencies, state agriculture departments, state health agencies and NASDA’s affiliate organization, the Association of Food and Drug Officials (AFDO).

During the period from November 2004 to April 2005, the workgroup and project contractor (SES, Inc.) completed several tasks:

1. Gathered survey information on state emergency response systems and how food and agricultural safety and security emergencies will be handled within the various states;
2. Collected and inventoried all existing emergency response plans and exercises relevant to the food production chain, including crop and livestock plans, which were used to consider pre-harvest food defense issues. In addition, it was expected that future planning work would be focused on these areas as well;
3. Reviewed and evaluated the state emergency response plan data for commonalities, differences, potential conflict, best practices, and gaps; and,
4. Created a database with all survey information and analysis of state emergency response plans.
PREFACE

In April 2005, the workgroup began developing an emergency response plan template that states could use as a tool for developing their own response plans. The template was based on the information and response plans collected from the states. It was designed to provide seamless coordination between states and localities and the NRF.

In July 2005, the food template was distributed to a panel of experts for additional review. These experts were recommended by the workgroup and represented various federal, state and local agencies and agricultural stakeholders. Their comments were incorporated into the template in late August 2005.

In September 2005, the workgroup selected three states to evaluate or “test” the food template – Illinois, Michigan and Oregon. These states were chosen because they represented a range of existing food regulatory frameworks (within agriculture or public health agencies) and reflected both urban and rural areas. The purpose of this evaluation was to:

1. Determine if states could utilize the template to develop their own emergency response plan;
2. Identify any gaps in the template; and,
3. Gather additional input on the template.

Many other states volunteered for the evaluation activity because they informed NASDA that it would assist states with development of either a stand-alone plan for responding to a food-related emergency or an addendum to an existing all-hazard state emergency response plan. Feedback from the three state evaluations was positive and the comments gathered during this activity have been incorporated into the food template.

In December 2005 and January 2006, the workgroup conducted a final review and finalized the document. The following chart shows how the food template will be coordinated with the federal activities.
National Response Framework (NRF) (HSPD-5)

Describes how the government and private sector will coordinate activities to respond and recover from a domestic incident affecting any sector.

Food & Agriculture - Support Functions of the NRF

Outlines federal response efforts for the food and agriculture sector.

**Emergency Support Function #11** – Addresses issues related to nutrition, food safety, animal and plant disease outbreaks.

**Emergency Support Function #8** - Addresses issues related to public health, including food.

Food & Agriculture - NRF Incident Annex

To be developed by federal partners to guide specific federal response protocols.

- **State Food Response Plans**
- **State Plant Response Plans**
- **State Animal Response Plans**
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EXPLANATION OF ACRONYMS

APHIS  Animal and Plant Health Inspection Service (of USDA)
BTS   Border Transportation and Security Directorate
CDC   Centers for Disease Control and Prevention
DA    Department of Agriculture
DHS   Department of Homeland Security
DHHS  Department of Health and Human Services
EFORS Electronic Food-borne Outbreak Reporting System
EMAC  Emergency Management Assistance Compact
EPA   Environmental Protection Agency
E&RP  Emergency Preparedness and Response Directorate
EOC   Emergency Operations Center
FBI   Federal Bureau of Investigation
FDA   Food and Drug Administration
FEMAs Federal Emergency Management Agency
FERN  Food Emergency Response Network
FERP  Food Emergency Response Plan
FSIS  Food Safety and Inspection Service
HD    Health Department
HSPD  Homeland Security Presidential Directive
IAIP  Information Analysis and Infrastructure Protection
IC    Incident Command
ICLN  Integrated Consortium of Laboratory Networks
ICS   Incident Command System
JFO   Joint Field Office
JIC   Joint Information Center
JIS   Joint Information System
JOC   Joint Operations Center
LEOP  Local Emergency Operations Plan
LHD   Local Health Department
LRN   Laboratory Response Network
MAC   Multi-Agency Command
NAHRS National Animal Health Response System
NIMS  National Incident Management System
NRF   National Response Framework
PHL   Public Health Laboratory
PHPP  Public Health Preparedness Program
PIO   Public Information Officer
S&T   Science and Technology
SDHS  State Department of Homeland Security
SEMA  State Emergency Management Agency
SEOC  State Emergency Operations Center
SEOP  State Emergency Operations Plan
SOP   Standard Operating Procedures
UC    Unified Command
### EXPLANATION OF ACRONYMS (continued)

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
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<tbody>
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<td>USDA</td>
<td>United States Department of Agriculture</td>
</tr>
<tr>
<td>VOAD</td>
<td>Volunteer Organizations Assisting in Disasters</td>
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</tbody>
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Food Emergency Plan Template

FOREWORD

This template is designed to assist states with developing a food emergency response plan (FERP). It should identify how state efforts will integrate the National Response Plan utilizing National Incident Management System (NIMS) principles during a large-scale food emergency response, as well as how they will integrate with local emergency response plans. Useful planning tools include the National Planning Scenarios, Target Capabilities List and Uniform Task List.

A food-related emergency involves the unintentional or deliberate contamination, threatened or actual, of food that impacts or may impact human health. A FERP does not apply to food incidents routinely handled by local or state health departments; and are of limited scope. A 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 and distribution. The document that results from application of this template allows for management of emergencies with varying degrees and scope.

This template will assist states with development of either a stand-alone plan for responding to a food-related emergency or an addendum to an existing all-hazard state emergency response plan. States should form a planning group or committee to formulate a plan of this nature. The group should represent the primary and supporting agencies to ensure comprehensive planning. The group or committee will be responsible for clearly defining goals, objectives, roles and responsibilities, and other issues, and ensuring consensus among all stakeholders on the final plan.

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. It also will assist planners with determining how a state will respond to all stages of a food emergency management cycle as defined by the National Response Plan: awareness, prevention, preparedness, response and recovery.

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 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 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 caused by deliberate or accidental factors. However, an initial response to protect public health and reduce the threat may be the same.

The template was compiled from the review and evaluation of several existing state food response plans and also incorporates the suggestions of emergency planning experts. The template’s section and subsection headings present the skeleton of a food emergency response plan. 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 the 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. It is possible that some of the questions may not be applicable. Some questions may appear to be similar between sections. This is the case for questions dealing with issues that impact planning in multiple sections of the FERP.

This template also has multiple appendices. The appendices are intended to provide supporting information to further assist states with preparing a FERP. Appendix A provides general planning guidance adopted from NIMS guidance. Appendix B contains text examples and content suggestions for most sections outlined in the template. This text was taken from actual state plans. The example text is provided as a beginning point for further content development or modification. States can use the content directly, if appropriate; modify it as needed; or create new content tailored to the state response structure. Appendices C and D contain contact and roles and responsibilities tables to be filled out during the planning process. Appendix E contains detailed information regarding the Department of Homeland Security.

Use of this template will result in a capabilities-based state emergency operations plan as referenced by 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 abilities 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. 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 the Department of Homeland Security’s (DHS) Target Capabilities List and Universal Task List descriptions for food and agriculture safety and security.

In summary, the goals of this template are to provide states with a guide that will help them develop useful plans to manage a response to a food emergency and to establish a uniform structure and content that will result in response plans that are similar in structure, scope and response operations among all states. If plans are developed in a similar manner, it will facilitate seamless regional and national responses 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 Appendix A.
I. INTRODUCTION

The introduction section provides the reader with insight about why the plan is written, how it is intended to be implemented, what it addresses and who should be the key participants in the planning group. 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. What is the state’s emergency response organization?
4. Why should the state address food defense?
5. What is the significance (e.g., economic, social, health, etc.) of pre- and post-harvest food production within the state?
6. What will the plan cover?
7. What types of incidents are addressed (i.e., deliberate or unintentional)?
8. Who is the primary audience for the plan?
9. Is this intended to be a stand-alone plan or is it tied to an all-hazards base plan?

Pursuant to HSPD-5 Management of Domestic Incidents, it is required that state security plans be organized in a manner that allows an easy and efficient transition into a federal NIMS. Further information on NIMS and Incident Command Systems (ICS) can be found at the following websites:


This is just a partial listing of the online information sources for these two critical aspects of response planning and implementation.

Appendix B contains an example of a state plan’s introduction.
II. PURPOSE

The purpose section must provide the over-arching principles that are used to guide the plan’s development. The planning group will need to discuss the purpose from the various perspectives represented by the group to reach a mutually acceptable way to clearly describe the plan’s desired result. Below are questions that should be considered when developing the purpose section.

*NOTE: The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.*

1. What is the plan meant to do?
2. What policies does the plan establish?
3. How is the plan intended to be used?
4. How will the plan assist with coordinating a response from the local responders, through state and federal support?
5. What is within the jurisdiction of the food plan?
6. How will a response to a food emergency involving pre-harvest animal or plant production be coordinated with a response that may entail animal health or plant protection considerations that are outside of a human health impact, but addressed in separate state emergency plans or addendums?

III. GOALS AND OBJECTIVES

Goals are the foundation of planning and developing a FERP. They describe what the FERP is intended to do relative to a state’s preparation for, response to and recovery from a food emergency. Goals further clarify the need for a plan, and the plan should outline the actions needed to achieve specific goals. Goals address the desired results.

*NOTE: The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.*

1. What does the state want to accomplish through the planning process?
2. What are the specific emergency situations that this plan is designed to address?
3. How will the plan impact communication and coordination between participating agencies?
4. How is this plan designed to support or integrate with the all-hazards base plan?
5. How will the state manage an emergency response in coordination with other states and local or federal partners?
6. How will the plan promote recovery?

7. What problem areas have been identified by past exercises or responses that need to be addressed in this plan?

8. How will surge capacity be provided when initial resources are exceeded?

Objectives are more specific than goals and define how goals will be achieved. Objectives should be measurable and conform to the legal obligations of affected agencies. The process of formulating objectives requires prioritization among them and the identification of appropriate strategies to meet them. States may choose not to include objectives in their FERP; however, objectives still need to be developed to drive the planning process.

Strategies may take the form of procedures that support a response, such as sampling, surveillance, evidence collection, contaminated food disposal and any other operational task associated with the response. Such procedures are usually detailed in agency operational plans or other supporting documents to the FERP.

Strategy development should consider all potential areas of impact related to any response action, including public health and safety factors, estimated costs, and environmental, legal and political considerations. Other considerations include required resources at all levels within the state and projections of the probable course of events before, during and after an emergency.

Note: The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.

1. How will each goal be attained in a measurable manner?

2. What is the indicator that a goal has been met?

3. Are there specific procedures that will be followed to address a particular goal?

IV. SITUATIONS AND ASSUMPTIONS

This section of the plan should identify physical, cultural or environmental features of a state that could impact the FERP implementation and any assumptions critical to implementing the plan. The level of detail in this section will be variable. Generally, sufficient detail should be included to clearly identify situations that will require contingency planning.

Situations

Ideally, a state should conduct risk assessments regarding the food industry prior to the identification of situations or assumptions for emergency response planning. This allows a state to focus the identification of situations and assumptions on areas that are most
likely to be involved if the FERP is activated. In addition, 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 key stakeholders in the planning group should review the state’s pre- and post-harvest food production in order to identify risks and vulnerabilities, and to develop a list of situations and assumptions. As this informal evaluation is conducted, the planning group should keep in mind the three components of risk. Risk is a function of threat, vulnerability and consequence. Threat is a dynamic variable that is hard to accurately determine. For this reason, states may focus their evaluation on food production that exhibits some combination of vulnerability and negative consequence in the event of an incident.

**NOTE:** The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.

1. What vulnerabilities, related to pre- and post-harvest food production, are associated with the greatest potential negative consequences?
2. Where are food production, processing and distribution areas located within the state?
3. What unique physical and geographic features within the state could affect response activities?
4. What cultural aspects (e.g., demographics, language, etc.) of the state could impact response activities?
5. What is the expected level of township, county or municipal involvement during a response?

**Assumptions**

This section should identify any considerations that were assumed true for the purpose of completing the plan. The assumptions will identify possible limitations to the plan. They also will highlight conditions that if found to be false during a response will require contingency planning or other plan implementation adjustment. A good place to begin is identifying the obvious assumptions, such as: the coordinating and supporting agencies will execute their assigned responsibilities; interstate and federal assistance will be required and provided, etc.

**NOTE:** The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.

1. Where would a food emergency be likely to occur?
2. Who is the lead agency for the response?
3. Who is the lead agency for a criminal investigation?

4. How will this agency integrate the criminal investigation with the illness investigation?

5. What investigative capabilities should be coordinated?

6. What state agencies will support a response?

7. Who will be responsible for on-site environmental health assessments and control measures?

8. Who is primarily responsible for the environmental aspects of a food emergency?

9. Who is primarily responsible for issues dealing with the food service, processing, production or manufacturing industries?

10. Who is primarily responsible for coordination with other states?

11. What federal agencies and services will support a state’s response?

12. Who is primarily responsible for food safety surveillance and the identification of an emergency?

13. What is the role of private sector businesses with supporting a food emergency response?

14. What resources are expected from the private sector to support a large-scale food response?

15. What sectors of food production are likely to be involved with a food emergency?

16. Would a food emergency response differ for the various food commodities produced in the state?

17. How will the FERP provide for coordination with other lead agencies in the event that the food emergency involves pre-harvest food production that does not impact human health?

18. How will the state ICS be integrated with other states and local or federal ICS during a food emergency?

19. What level of ICS training is required for responders (This issue should be addressed in more detail in Section XVI Training and Exercises.)?

20. Who is responsible for assigning general ICS roles?

21. What equipment will the state have ready for a response?

22. Is the available state equipment adequate for the tasks that it is supporting?

23. What equipment will the state need to acquire or procure to support a response?

24. What specialized services will a state need to procure to support a response?

25. What surveillance systems (animal, plant, human) currently exist that might play a role in detecting a food emergency?
26. What procedures would be triggered in the event of a food-borne emergency in another state?

27. What communication capabilities currently exist that should be coordinated during emergency responses (examples: government, academic institutions, private sector)?

28. What emergency control measures and recovery capabilities should be coordinated?

The more significant situations and assumptions should be addressed in the Concept of Operations section of the FERP.

V. CONCEPT OF OPERATIONS

The Concept of Operations establishes the framework for actions (i.e., specific functions of a response) that will take place during an incident response. It defines 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 and that 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 development of a Concept of Operations requires gathering, recording, analyzing, and displaying situation and resource information in a manner that will:

- Provide a clear picture of the potential magnitude, complexity and potential impact of the incident;
- Ensure the ability to determine the resources required to develop and implement an effective response; and,
- Ensure adequate communication among all parties, including affected localities, adjacent states, tribal nations and federal partners to eliminate potential conflicts and enhance the response.

States may approach the Concept of Operations in various ways. The following section headers serve as the starting point for developing a Concept of Operations. The section headers refer to functions that would be part of a response. States must consider the NIMS framework while developing their Concept of Operations. While not necessarily part of the FERP itself, identification of the functions and their place in ICS and the NIMS framework will be a crucial portion of a state’s total response planning.

After the listing of the section headers, general questions are provided for guidance. While the topics will be generally addressed in this section of the plan, more specific
information about individual tasks that the agency or groups are responsible for carrying out should be described in the roles and responsibilities sections, which should include state, federal, local and private roles and responsibilities.

1. Emergency Management Assistance Compacts (EMACs) and Mutual Aid
2. Incident Identification
3. Notification and Action Triggers
4. Activation of the State Emergency Operations Center (SEOC)
5. Chain of Command
6. Communication
7. Interstate Coordination
8. Food Emergency Response Teams
9. Response Actions
10. Recovery

**NOTE:** The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.

**General issues to consider when formulating a Concept of Operations:**

1. What response actions are needed and in what general sequence?
2. What notification procedures exist?
3. How will responders communicate?
4. What triggers the EOC formation?
5. How will the EOC be set up, and who will be involved?
6. How will coordination of local, state and federal efforts and resources be handled?
7. How will resources be activated?
8. How will the state address recovery?
EMACs and Mutual Aid

1. Does the state belong to an EMAC? (According to http://www.emacweb.org/EMAC/About_EMAC/Member_States.cfm, Hawaii is the only state not participating in EMACs.) If it does, how are these needs relative to a food emergency response addressed and planned for?

2. Who or what agency controls access to EMAC resources?

3. How is the coordinating agency for a food emergency tied into the EMAC process?

4. Who is responsible for EMAC?

5. What are the procedures for requesting assistance under an EMAC?

6. What resources will your state provide to another state experiencing a food emergency?

7. Would your state’s ability to maintain support to another state be impacted if the food emergency spreads to your state?

8. How does the EMAC address multiple requests for the same type of support, e.g., from multiple states?

9. What are the conditions under which an EMAC would not be honored, e.g., the incident has the potential to occur within the state being asked for aid?

10. If your state is not a member of an EMAC, how is worker and state liability addressed for states providing mutual aid?

11. What mutual aid agreements exist, outside of the EMAC?

12. What resources will be available to and from other states?

13. What triggers an EMAC?

14. What governmental and private organizations are parts of other mutual aid agreements?

15. Is training available about the use and implementation of an EMAC?

Incident Identification (Questions 1-11 deal with issues related to people and food)

1. What systems exist for routine food safety monitoring and for routine disease and illness surveillance?

2. How are these systems related to activating the FERP?

3. Who conducts surveillance?

4. What is the frequency of surveillance?

5. What are the indicators of a potential incident?

6. What is under surveillance?
7. For what parameters is surveillance conducted (matrices, contaminants, etc.)?

8. What type of data and format is needed to confirm an emergency, e.g., sample analysis results, observations, etc.?

9. Who is an incident reported to?

10. Who would report problems?

11. What Standard Operating Procedures (SOPs) regarding incident notification exist?

12. How are clinical samples tested and who will test them, both public and private resources?

13. How are food samples tested and who will test them, both public and private resources?

14. How are environmental samples tested and who will test them, both public and private resources?

15. 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.

**Notification and Action Triggers**

1. What surveillance systems exist that could detect a large-scale food emergency?

2. When does a response start?

3. What triggers FERP implementation?

4. Who has the authority to initiate a response?

5. How are coordinating and supporting agencies notified?

6. How is response staff notified?

7. How are private entities notified?

**Activation of the State Emergency Operations Center (SEOC)**

1. What is the purpose of the SEOC?

2. What is required to activate the SEOC for a food emergency?

3. How will the scope of a food emergency affect the full or incremental activation of the SEOC?

4. Who can activate the SEOC?

5. Who operates the SEOC?

6. If the lead agency is different from the agency operating the SEOC, how will this activity be coordinated?

7. Who maintains the SEOC?
8. What agencies, departments or other entities will be present in the SEOC during a food emergency?

9. How will state and local elected officials be represented in the SEOC?

10. How will private industry or major trade organizations be represented in the SEOC?

11. How will volunteer organizations assisting in disasters (VOADs) be represented in the SEOC?

12. How will agencies supporting a food response, which operate their own emergency operation centers, coordinate with the SEOC?

13. Where is contact information for the individuals operating the SEOC listed?

14. Who is responsible for contact information, and when is the list updated?

15. Will a multi-agency command (MAC) group be established, and how (NIMS)?

16. Will an incident management team be deployed, and how will that team coordinate with the SEOC?

17. How will state operations coordinate with local, territorial, interstate and federal operations?

18. How will individual incident site commands be integrated into the state response and SEOC?

**Chain of Command**

1. How will the chain of command be organized (NIMS compliant)?

2. What levels of government will have the lead for operational management at all stages of an emergency management?

3. Who assigns personnel to the five elements of incident command (i.e., command, planning, operations, logistics, finance and administration)?

4. 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?

5. How and what could cause a chain of command to change and how would the change be implemented – who has the authority to make the change?

6. What is the organization chart for the chain of command?

**Communication**

1. Who will have access to the contact information attached to the FERP?

2. How will this information be distributed?
3. How will existing state communication networks (e.g., health alert network) be used to disseminate information during a food emergency?

4. How will individual incident site commands communicate with the SEOC?

5. What agency will be the lead in the Joint Information Center (JIC)?

6. Where will the JIC be located?

7. How would food-borne disease surveillance or outbreak investigation results be shared with the Joint Operations Center (JOC) or Joint Field Office (JFO), if they were established?

8. If the incident is determined to be a terrorist incident, how will the response JIC interact with the Federal Bureau of Investigation’s (FBI) JIC?

9. How will information be shared among public and private partners?

10. Who will information be shared with?

11. What communications strategies and plans exist?

12. Is there a graphic representation of the communication system or plan?

13. How will the food response be coordinated with an associated animal or plant health emergency response?

14. What procedures exist to obtain authority to request or offer interstate assistance?

15. For food emergencies in states that border other nations or otherwise affecting the international community, how will communication be coordinated with international entities?

A contact list should be included as an appendix to the plan. The list should be updated on a periodic basis as determined by the plan. A lead organization should be designated as the responsible entity to update the plans. See Appendix C.

**Interstate Coordination**

1. What circumstances could occur that would require interstate coordination?

2. Will interstate coordination exist for recovery efforts?

3. How will the state seamlessly coordinate interstate responses?

4. Who is the lead state agency for interstate coordination?

5. How will out-of-state support personnel be coordinated?

6. Who is responsible for gathering information regarding interstate information?

7. Are the activation levels of the FERP consistent (no conflicts) with surrounding states?

8. Are the response plans consistent with response plans for states that may be providing support?
9. 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.

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, etc.) does the state intend to use for a food emergency?
4. What expertise is required for each type of team?
5. When would teams be formed?
6. Who will be involved?
7. How are the response teams activated?
8. Who has authority to activate the response teams?
9. Who maintains the list of contacts for the food emergency response team?

Response Actions

1. What are various response actions at all levels of government, industry and private sector?
2. What are the general steps in response actions?
3. How will contaminated food products be retrieved from consumers?
4. How will contagions or chemical hazards be addressed in a recall or during disposal?
5. Are there written procedures for the various tasks involved with the response?
6. How will transportation be impacted by the response?
7. How will contaminated product be disposed of during the response action?
8. Will quarantines, embargos or recalls be associated with the response?
9. If embargoed products need to be moved, what are the procedures for a transfer of embargo?
10. What logistical support is required?
11. What are the differing levels of response associated with the different levels of emergencies?
12. How will food trace-back occur?
13. How will law enforcement be involved with a response action?

14. How will this food emergency impact the public’s needs? This becomes especially critical in special needs products, such as infant formula.

15. How will the response provide safety and security monitoring for unaffected agricultural infrastructure during a response?

16. For food emergencies in states that border other nations or otherwise affecting the international community, how will response be coordinated with international entities?

Recovery

1. How will recovery be included in the response?

2. Where will the detailed recovery procedures be addressed? Will there be a stand-alone recovery plan?

3. What are the general recovery requirements?

4. What agencies or departments will be responsible for recovery planning?

5. What tasks will be required to address recovery?

6. What additional equipment or staff will be involved?

7. How should food surveillance be used during recovery?

8. How should disease surveillance be used during recovery?

VI. PREPARATION

An important part of the planning process to enhance emergency preparedness is to consider the actions needed to anticipate an incident, particularly in the event of increasing threats. The Homeland Security Advisory System is a federal system that monitors the relative threat of a deliberate act of terrorism against critical United States infrastructure, including food and agriculture, and is organized according to anticipated threat levels.

This section of the FERP addresses actions that should be taken by all partners in response to changes in the Homeland Security Advisory System threat level. It also addresses preparing for an emergency before it is actually discovered, but after receiving a warning from the Homeland Security Advisory System.

NOTE: The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.
Homeland Security Advisory System

1. How does the state use this system to prepare for response to a food emergency?
2. As the Homeland Security Advisory Levels change, how will agencies be notified that preparedness activities for a food incident have changed?
3. Who should be notified (public and private partners) and how will they be notified?
4. What additional preparedness actions are required for each Homeland Security Advisory System level (green, blue, yellow, orange and red)?

VII. ACTIVATION LEVELS

State plans must be designed to provide response guidance for a wide range of emergency situations. Once the plan is implemented, it should be flexible enough to allow a state to direct only the needed resources to respond to the actual threat. Emergency managers often refer to such a plan as “scalable,” if it can be used to respond appropriately, regardless of the magnitude of the event. Some states may develop a modular response plan that allows a clearer phased response to an emergency. If a modular approach is taken, the guidance and elements identified in this template will still apply.

The first step in this process is to define the conditions that would result in FERP activation. Taking the examples set forth in Homeland Security Presidential Directive 5 (HSPD-5), states can develop appropriate triggers for activating their FERP. Revising HSPD-5 to be state-focused yields the following possible triggers for activating a FERP:

- A state department or agency, acting under its own authority, has requested the assistance of the governor;
- The resources of local or regional authorities are overwhelmed and state assistance has been requested by the appropriate local or regional authorities, beyond what transpires for more routine food incidents; or,
- More than one state department or agency has become involved in responding to the incident, beyond what transpires for more routine food incidents.

Once the FERP is activated, the emergencies that it encompasses should be organized into several categories reflecting the scope and potential impact of a food emergency. The definition of a state plan’s activation triggers and the level of response required are critical in allowing a state to provide an appropriate response tailored to the actual or potential threat or incident.

This section should establish activation levels that provide decision makers with definitions of various degrees of an emergency. Using these levels, responses can be tailored to ensure proper action for each respective level of emergency. It is critical that activation levels are consistent between adjacent states to avoid potential conflicts in
response, specifically in the event that an emergency spans across state boundary lines. Appendix B contains possible activation levels.

**NOTE:** The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.

1. What differentiates a food incident that can be handled by the state’s food safety agencies under normal operating protocols from one that requires activation of the FERP?
2. What are characteristics of food emergencies that would require different levels of response?
3. How will the state respond to different levels of emergencies?
4. What response actions would be appropriate for incidents of varying scope?
5. How would food emergencies in other states impact the preparedness of a state?
6. What characteristics of a threat or actual incident would necessitate a change in the scope of a response?

## VIII. PRINCIPAL PARTIES

An important part of preplanning for an event is the identification of all agencies, organizations and individuals (principal parties) needed to carry out the response. It allows the planners to agree on the resources that will be available and response activities that will be needed. It also allows planners to ensure that the incident management structure and protocols are consistent with NIMS.

**NOTE:** The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.

### Federal

1. What are the federal agencies that will be supporting a food emergency response?
2. Is their role identified in the roles and responsibilities section?

### 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 being made aware of their potential roles?
4. Is their role identified in the roles and responsibilities section?
Food Emergency Plan Template

Tribal

1. What tribal entities will be supporting a food emergency response?
2. How will they interact with the lead state agency?
3. How are these entities being made aware of their potential roles?
4. Is their role identified in the roles and responsibilities section?

Local

1. What local agencies will be supporting a food emergency response?
2. How are these groups being made aware of their potential roles?
3. Is their role identified in the roles and responsibilities section?

Private Sector

1. What private organizations and individuals (i.e., trade or commodity groups, agricultural partners, companies, veterinarians or other professionals) should be involved?
2. How are they being made aware of their potential roles?
3. Which of these private organizations and individuals warrant inclusion in the plan’s roles and responsibilities section?

IX. STATE AGENCY ROLES AND RESPONSIBILITIES

Roles and responsibilities may be the most important section of an emergency response plan. The purpose of this section is to determine which entity will be responsible for specific areas of a response, and which entities will be supporting the response effort. In most instances, multiple agencies will be assigned to each specific response-related task, either as a primary responding agency or as a supporting agency. These roles are required to execute and accomplish FERP objectives.

This section should define required roles, including the agencies or other entities responsible for or supporting those roles and responsibilities. Typical roles and responsibilities are identified below; however, states should consider their concept of operations and other factors influencing the response to a food emergency to determine if additional roles and responsibilities are needed. This section generally presents roles and responsibilities in a task-based format, not agency or organization based.

The level of detail in this section should clearly define specific roles and responsibilities. If certain roles and responsibilities could shift as the scope of duration of an emergency increases, this should be noted. The specific triggers for the changes should be described and all possibly impacted agencies or groups should be listed. Details regarding specific
actions or procedures are not necessary. This level of detail should be reserved for operational plans and standard operating procedures. Many of the questions presented in this section of the template solicit operational and procedural details. The intent of these questions is not to have that level of detail added to the FERP, but rather, have the planning team consider these details to be certain their description of roles and responsibilities is thorough.

Appendix B provides example text and content suggestions describing the general roles and responsibilities associated with a food emergency. Each state may modify or add to the example roles and responsibilities. Appendix D contains a roles and responsibilities matrix that can be filled out during the planning process. The roles 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.

NOTE: The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.

**Governor**

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

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

1. Can the lead agency activate the FERP?
2. What authorities does the lead agency have to manage a food emergency response?
3. How is the lead agency involved with obtaining resources to support a response?
4. 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, across boundaries?
5. How does the lead agency coordinate with the governor?
6. How does the lead agency coordinate with local response entities and federal agencies supporting the response, and also with other states that are supporting a response?
7. How is the lead agency involved with defining the affected area or issuing a quarantine or product embargo?
8. What role does the lead agency have in product recalls?
9. What role does the lead agency have in product trace-back?
10. How is the lead agency involved with public information dissemination?
11. How are 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, handled in a food emergency?
12. What roles will the lead agency have in record keeping and developing after-action reports relative to the response?
13. How will the lead agency coordinate with law enforcement in the event of a threat, intentional tampering or terrorist event?

Food Safety Surveillance

1. How is food safety surveillance coordinated with the lead agency?
2. What is the procedure for inspection of state-licensed and other facilities associated with suspected or confirmed food-borne illness?
3. What groups are responsible for this surveillance?
4. What are the mechanisms for the tracing forward and back of products with suspect ingredients?
5. What are the planned field actions to mitigate the incident (embargo, condemn, quarantine, etc.)?
6. How will contaminated food products be retrieved from consumers?
7. How will contagions or chemical hazards be addressed in a recall or during disposal?

8. How is the food response coordinated with other animal or plant production agencies or groups if the investigation requires access to or examination of raw food products?

Food-Borne Disease Surveillance and Outbreak Investigations

1. How is surveillance for food-borne 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 food-borne 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 if the incident is believed to be the result of a criminal or terrorist act?

9. How are food-borne 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 food-borne 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 food-borne illness and outbreak detection?

Product Contamination Investigations

1. How is the investigation related to taking field actions that will maintain or provide food safety relative to mitigating the incident (i.e., embargo, condemn and quarantine)?

2. How will investigation results be coordinated with the state agencies responsible for plant and animal safety in the event that it is necessary to involve the examination of raw food ingredients to maintain food safety?
Food Emergency Plan Template

3. How is the investigation coordinated with the state agency responsible for post-harvest food production oversight and the Food and Drug Administration (FDA)?

Laboratory Services

1. Is there a state 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 types of food samples will be analyzed and what are the target analytes?
7. What types of biological samples will be analyzed and what are the target analytes?
8. What types of environmental samples will be analyzed and what are the target analytes?
9. What types of chemical samples will be analyzed and what are the target analytes?
10. What types of radiological samples will be analyzed and what are the target analytes?
11. What types of animal-related samples will be analyzed and what are the target analytes?
12. What are the contingency plans for providing laboratory support (food, biological, environmental or radiological) when state laboratory capacity is exceeded?
13. 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.
14. What laboratories will do the analyses?
15. How will the level of data quality, desired throughput capabilities or other factors affect the laboratory selection process?
16. What sample throughput will be required of the laboratories supporting a food emergency response and can they maintain that throughput for the anticipated timeframe? What is their surge capacity?
17. If sample throughput cannot be maintained, what are the contingency plans to provide analytical support to the response?
18. Are there safety issues that should be addressed relative to the inherent danger of the samples themselves?
19. How will chain-of-custody be maintained by the laboratories?

20. How will laboratories coordinate with the lead agency?

21. 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?

22. How will the 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 and contamination surveillance and diagnosis?

23. 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?

24. What are the potential gaps in the ability to deliver the required information and data?

25. How will food and clinical laboratories share results?

26. What rules govern the release of laboratory findings?

Public Information

1. What types of fact sheets, key messages and other informational materials need to be prepared to support a food emergency?

2. What groups will be involved with the development and dissemination of public information?

3. How will the state medical examiner be used as a source of information relative to unexplained deaths?

4. How will public information be coordinated with all agencies involved in the response?

5. What are the procedures for establishing a Joint Information System (JIS)?

6. How will local, state and federal public information officers (PIO) be coordinated?

7. What are the procedures for holding media briefings?

8. How will safe handling of contaminated product be conveyed to consumers, especially if a recall is initiated?

9. What strategies exist to encourage consumer participation in a product recall?
Food Emergency Plan Template

Animal and Plant Production

1. How will entities responsible for animal and plant safety coordinate with the lead agency during a food emergency?

2. What roles would the agencies responsible for pre-harvest food production potentially play in a food emergency?

3. What are the procedures to investigate and control pesticide usage, especially in the event that pre- and post-harvest food contamination is tied to pesticides?

4. How will pre-harvest animal and plant products be controlled, if it is necessary from a response standpoint?

Environmental Protection

1. What are the possible steps necessary to protect the environment during a food emergency?

2. What are the procedures for destruction, disposal and decontamination of affected food products?

3. How are environmental impacts monitored?

4. What permitting requirements may be tied to the protection of the environment during the response and recovery from a food emergency?

Logistical Support, Communication and Coordination

1. How will ICS and NIMS compatibility be designed into logistical support, communication and coordination?

2. How will resources necessary for the response be monitored, delivered and allocated?

3. How will a comprehensive and functional communications network be established to support the response?

4. How will the state coordinate logistical issues with local responders, federal agencies and other states providing support to the response?

5. What is the procedure for the coordination and communication between responders, supporting entities and the SEOC?

Evidence Gathering, Security and Policing

1. How will evidence collection and policing be coordinated with the response to mitigate the public health threat and to halt the incident?

2. What will change if the incident is identified as a terrorist attack?

3. What evidence-gathering activities may be necessary to support a response?

4. What additional policing could be associated with a response?
5. What types of additional security might be needed to protect pre- and post-harvest food production, processing and distribution?

6. How will evidence gathering be coordinated with possible specimen and sample collection?

7. How will chain-of-custody be maintained while not hindering the health response activities?

8. How will recovery activities such as decontamination be impacted by a criminal investigation component?

**Transportation**

1. If transportation is affected, what resources will be needed to respond? This could include restricted movement of products, consumers and other related issues.

2. How will food, water, ice and other response supplies be transported into an area of need?

3. What procedures will be needed to control and possibly detain suspect food products or ingredients before they are exported from or imported into the state?

4. How will food products, which need to be discarded, be transported to the disposal areas?

5. What precautions are associated with transporting dangerous goods (e.g., infectious materials, hazardous waste or radioactive materials)?

6. How will outside sources of support (i.e., contractors, equipment rental, etc.) be identified and brought into service to support a response?

**Legal Support**

1. 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 to condemn or confiscate and dispose of food products?
   - How are responders and other supporting agencies protected or supported relative to liability, insurance, contracting, etc.?

**Education and Outreach**

1. What levels of education are needed (i.e., awareness or application)?

2. How will exercises be used to educate responders and the public?
3. What types of educational support will a state need to prepare and disseminate during a food emergency?

4. How are education and outreach efforts of public and private sector stakeholders coordinated and tied into public information dissemination?

5. What types of technical support will the lead agency require during a food emergency?

X. FEDERAL ROLES AND RESPONSIBILITIES

Federal roles and responsibilities are not determined by the states; however, it is recommended that states identify federal roles and responsibilities within their respective plans to ensure seamless integration with the National Response Framework (NRF) and NIMS. This is essential in allowing the state to conduct proper planning, which will effectively integrate and coordinate federal response assistance. Sample descriptions of key federal agencies, which may be involved in a food emergency, and their common roles, are provided in Appendix B. If the desired federal support is not identified in the NRF or in Appendix B, states should find alternative sources for that support.

XI. TRIBAL GOVERNMENTS

Coordination with tribal governments within a state will be a critical part of the planning process. The interaction with, communication between, and authorities shared by state and tribal governments should be clearly defined in the FERP.

NOTE: The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.

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 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 and federal entities?
XII. LOCAL GOVERNMENT

This section should address roles and responsibilities at the local level, including consideration of available resources, communication and coordination. Local responders often play a pivotal role in a response action. An incident that overwhelms local response systems is likely to result in activation of the FERP.

NOTE: The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.

Emergency Responders

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

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?

Local Health Departments

1. What 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. Who, at the local level, has the authority to issue quarantine or embargo orders for food products?
6. Who, at the local level, has the authority to condemn food products or ingredients?
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?

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 its response actions with federal law enforcement in the event of intentional tampering or a terrorist event?

Local Government

1. How are local resources made available to support a response action?
2. What roles do local governments play during a food emergency response?
3. What special authorities do local governments have that would be used to support a food emergency response?

 Volunteer Organizations Assisting in Disasters

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 they available to assist within the state?

XIII. PRIVATE SECTOR

This section should identify the private entities within a state that will provide support during a food emergency response. These entities will vary greatly between states due to the differing characteristics between the dominant food industries within each state. In addition to taking steps to mitigate a food incident, food producers, processors, transporters and retailers should have policies, procedures and protocols in place to detect and evaluate potential pre- and post-harvest food incidents if they should occur. Examples of private sector entities are included in Appendix B.
NOTE: The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.

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? 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 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?

Trade Associations

1. What trade associations within a state could provide support during a food emergency response?
2. How do trade associations coordinate their 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?

Poison Control Center

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?

XIV. AUTHORITIES AND REFERENCES

Planners must be sure that the responding and supporting agencies have the authority to implement the state response plan. Legal authority related to how citizens will be treated, how state and local resources will be used and paid for, and other aspects of an incident response must be carefully reviewed for consistency with existing local, state and federal laws, regulations or policies.

This section will vary between states; however, 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.

Within this section, the plan should provide a detailed listing of these 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.

NOTE: The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.

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?

4. What possible cross-state authority conflicts exist and how will these be resolved?

XV. RECOVERY

Recovery addresses the events after an emergency that are 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 much of the economy. In addition, this type of an incident could easily escalate into a national and international crisis resulting in embargoes against products. 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 least present the various agencies involved with recovery related to a food incident. In addition, the existing plan should be checked to verify that it addresses any unique aspects of recovery related to a food incident.

NOTE: The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.

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

XVI. TRAINING AND EXERCISES

The intent of this section is to have a state describe how it will test the functionality of its plan and develop response preparedness. The Interim National Preparedness Goal (the Goal) establishes the national vision and priorities that will guide efforts by setting measurable readiness benchmarks and targets to strengthen the nation’s preparedness. States should utilize three planning tools in conjunction with the goal: National Planning Scenarios, Target Capabilities List and Uniform Task List. Use of these tools will help ensure more consistent response capability development nationwide. This is needed to
ensure that responding and supporting agencies understand their roles and responsibilities, are prepared to implement the plan, and to identify and correct weaknesses in the plan.

**NOTE:** The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.

1. What training is provided for agencies and organizations involved with a food emergency response?
2. How are the multiple agencies responsible for responding to a food emergency trained together to encourage a united response?
3. How is training used to support preparedness?
4. How does the state test the preparedness of responders or the efficacy of the FERP?
5. What agencies and other groups supporting a food response are involved with training and exercises?
6. How are agencies and other groups retrained based on exercise outcomes and lessons learned?

**XVII. FUNDING AND COMPENSATION**

Each state should ensure that appropriate procedures exist to allow timely access to adequate funding in the event that the plan is implemented. Delays in funding can slow a response, potentially resulting in a greater incident scope. Careful attention must be paid to planning support for 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 Appendix B.

**NOTE:** The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.

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?
XVIII. PLAN UPDATES

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 Appendix B for additional guidance).

NOTE: The following questions are provided as a starting point for developing this section. Planners should provide additional information, as necessary, to fully develop a document that reflects particular local or state circumstances.

1. How will exercise after-action reports be used to update the plan?
2. What other sources of information will be used to update the plan?
3. How often is the plan updated?
4. Who is responsible for the updates?
5. How frequently will the contact lists attached to the plan be verified?
6. Will the contact information be verified more frequently than the plan itself?
7. How are updates shared with responders and supporting agencies or other involved entities?
8. How are the FERP users notified when it is updated?
APPENDIX A

PLANNING CONSIDERATIONS
To meet the planning goals mentioned in the Foreword, it is necessary that a clear, succinct plan is developed to guide decision makers and the decision process. Prior to the start of the planning process, three fundamental issues must be addressed.

1. Determine who should be on the planning team, what agencies, organizations or private sector representation is needed. Identify the lead or coordinator of the planning group.
2. Determine what functions, tasks or expertise are needed to allow and adequate response.
3. Determine the format for the plan (stand-alone or an annex, appendix or emergency support function that is part of a broad all-hazards plan), who is it being written for, what it will look like, and how much detail is needed.

At a minimum, the planning process should provide current information that accurately describes what the perceived emergency incident will entail, including the fundamental components listed below. The National Incident Management System (NIMS) recommends five primary processes:

**Understand the Situation**

The first phase includes gathering, recording, analyzing, and displaying situation and resource information in a manner that will ensure a clear picture of the magnitude, complexity, and potential impact of an emergency; and the ability to determine the resources required to develop and implement an effective emergency response plan.

**Establish Objectives and Strategy**

The second phase includes formulating and prioritizing objectives and appropriate strategy. The objectives and strategy must conform to the legal obligations and management objectives of all affected agencies. Reasonable alternative strategies that will accomplish overall objectives are identified, analyzed and evaluated to determine the most appropriate strategy for specific types of emergencies. Evaluation criteria include public health and safety factors; estimated costs; and various environmental, legal and political considerations.

**Develop the Plan**

The third phase involves determining the tactical direction and specific resources, reserves and support requirements for implementing the selected strategy. This phase is the responsibility of the lead agency, which bases decisions on resources allocated to enable a sustained response. After determining the availability of resources, the lead agency, together with others on the planning team, develops a plan that makes the best use of these resources.

Prior to the formal planning meetings, each member of the planning team is responsible for gathering certain information to support these decisions.
Prepare and Disseminate the Plan

The fourth phase involves preparing the plan in a format that is appropriate for distributing to all required parties so that it can be mastered and implemented. Generally, distribution of a plan of this nature will require several levels of training ranging from awareness level to application level training.

Evaluate and Revise the Plan

The planning process requires evaluation and quality control to ensure the accuracy of information to be used. Lead and support agencies should regularly compare planned responses with actual experience when the situation arises. If there are no actual experiences, the plan or sections of the plan should be tested using tabletop and functional exercises. When deviations occur and new information emerges, the information should be included in the first step of the process, which is used for modifying the current plan or developing a plan for the subsequent operation period.
APPENDIX B

EXAMPLE TEXT FROM STATE PLANS AND CONTENT SUGGESTIONS
The following text is provided as example text that may or may not be appropriate for any given state or response approach. It is not intended to be all-inclusive of the possible text for any given section of a FERP. States need to be careful when using the content provided, making sure that the text does not contradict or confuse issues relative to specific public health laws and existing plans and protocols.

INTRODUCTION

Example Text

The defense of a state’s food supply is of paramount importance. Not only will an incident affecting the food supply impact individual consumption, but it also could adversely impact food and agricultural production and processing, which is an extremely important part of a state’s economy. The effects of one incident can negatively impact a state; in addition, it also may have a detrimental impact nationwide and worldwide.

This plan addresses policies and procedures that will minimize the impact of an unintentional or deliberate incident related to a state’s food supply. In addition, the plan addresses recovery following an incident.

This plan assigns specific roles and responsibilities for a response according to the nature of the particular incident. The plan stresses state and federal interagency cooperation. This cooperation will be essential when responding rapidly to any threat to a state’s food supply.

PURPOSE

Content Suggestions

When a food-borne disease outbreak or other food-related emergency impacts pre-harvest food production (i.e., bovine spongiform encephalopathy; other infectious [zoonotic] disease; or toxins, including drug residues or chemical contaminants), a FERP should provide guidance for communication and, if necessary, coordination with the various lead agencies for responses in those sectors of agriculture. Animal and crop agriculture will have specific plans to direct an emergency response for each of those sectors of agriculture.

Example Text

The purpose of this plan is to identify how (State X) resources will respond in coordination with those of federal, local and tribal governments, as well as the private sector to prepare for a rapid response to significant threats to food safety and public health. This will be accomplished by:
• Anticipating and complementing private sector response activities and capabilities;
• Providing a flexible, NIMS compliant, framework for coordinating public and private sector response efforts, which could span the entire farm-to-fork response continuum;
• Providing coordinated measures and procedures to detect and control food contamination incidents;
• Generating immediate local and state measures, as appropriate, that will mitigate the crises and minimize consequences;
• Defining specific roles and responsibilities for these supporting agencies and groups relative to appropriate local, state and federal measures; and,
• Establishing policy and procedures to recover from the incident as quickly as possible.

GOALS AND OBJECTIVES

Example Text (Goals)

The goals of this plan are:

• To ensure effective and coordinated communication between state, federal and local responders, authorities and the public;
• To minimize impacts of a food-related incident;
• Facilitate rapid recovery following a food-related incident by identifying the scope of state involvement in recovery;
• To specify duties, and roles and responsibilities; and,
• To provide transition from response to recovery efforts.

Content Suggestions

Objectives describe how goals are met. Objectives are specific and measurable. An example objective for the communication goal “to ensure effective and coordinated communication between state authorities and the public” could be “establish a public information officer that will represent the state to the public with multimedia communications within one hour of a potential emergency incident.”

Example Text (Objectives)

The objectives of this plan are:

• 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; and,
• Identify the scope of state involvement in recovery and identify responsible agencies for recovery after a food emergency.

SITUATIONS AND ASSUMPTIONS

Example Text (Situations)

Specific examples of situations that can impact a state’s response to a food emergency might include:

• Level of local planning and preparedness to assist with a response;
• Rivers or other navigable waterways;
• Depth to ground water;
• Schools;
• Concentration of croplands, livestock, poultry or food processing;
• Food storage areas;
• Mountainous terrain;
• Available medical resources;
• Major population areas;
• Areas where English is a secondary language; and,
• Regions susceptible to severe storms (e.g., hurricane) or other natural disasters (e.g., earthquake).

Example Text (Assumptions)

The following assumptions were included in some of the plans that were reviewed:

• 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;
• Emergency response to a food-borne emergency is primarily a local responsibility. The nature of the food industry will result in the involvement of additional supporting agencies and groups, such as state entities, federal agencies and private industry. The state will participate with local responders, federal agencies and private industry in a Unified or Area Command structure as defined in the NIMS;
• Federal law enforcement will become the lead agency for the criminal investigation portion of a response, in the event that a food-borne disease outbreak or other food-related emergency is determined to be the result of a deliberate or criminal act;
• Either the state Department of Agriculture (DA), Department of Health or other state agency with food or agricultural safety responsibilities will be responsible for environmental health inspections of retail food markets, food processors, dairy farms and plants, retail and custom meat establishments, shellfish harvesting and monitoring of water quality in shellfish harvesting areas;
• The FDA and the USDA’s Food Safety and Inspection Service (FSIS) will support a state’s response to a food-borne emergency;
• The CDC may become involved and provide support for emergencies that are causing food-borne illness;
• 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 the origin;
• Developments in the farm-to-table pathway have greatly increased the number of entry points for contamination; and, combined with the lack of security and surveillance at many food processing and packaging plants, now provide easy access to implementing a food-borne attack;
• State health officials will be the primary group responsible for the identification and control of food-borne illness or disease outbreaks, environmental health inspections of food service establishments, and consultation with other state agencies with food safety responsibilities;
• The receipt of a threat against the agricultural community, in and of itself, could initiate response actions at all levels of government and may result in hysteria of the general public;
• Positive detection of a food-borne 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 contaminating the food pathway 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; and,
• Suspected infected locations, machinery, distribution centers, restaurants, eateries and transport vehicles may need to be cleaned, disinfected and re-evaluated for contamination.
Food Emergency Plan Template

CONCEPT OF OPERATIONS

Content Suggestions

EMACs and Mutual Aid

Mutual aid agreements and EMACs are the means for one jurisdiction to provide resources, facilities, services and other required support to another jurisdiction during an emergency. Each jurisdiction, including separate states, should be parties to a mutual aid agreement, or an EMAC, with bordering states from which they could receive or to which they would provide assistance during an emergency. This type of agreement should primarily concern governmental organizations at the state level, but also could include private organizations, such as the American Red Cross, to ensure timely delivery of private assistance at the appropriate jurisdictional level during an emergency.

All states except Hawaii have established EMACs that outline the circumstances when interstate interaction could occur. During an emergency, EMAC support requests are channeled through an EMAC state that is not directly involved in the disaster. This state acts as a clearinghouse and coordinates EMAC support requests from impacted states. The role of clearinghouse and coordination rotates between EMAC states.

Specific procedures for activating an EMAC are defined by the participating states. Food-borne disease outbreaks or other food-related emergencies might require assistance requests through an EMAC. In this eventuality, states should review existing EMACs to be sure they include the appropriate activation triggers.

Mutual aid agreements and EMACs should include the following elements or provisions:

- Definitions of key terms used in the agreement;
- Roles and responsibilities of individual parties;
- Procedures for requesting and providing assistance;
- Procedures, authorities, rules for payment, reimbursement and allocation of costs;
- Notification procedures;
- Protocols for interoperable communications;
- Relationships with other agreements among jurisdictions;
- Worker’s compensation;
- Treatment of liability and immunity;
- Recognition of qualifications and certifications; and,
- Sharing agreements, as required.

Authorized officials from each of the participating jurisdictions will collectively approve all agreements and compacts.
Incident Identification

Surveillance will be essential in identifying a food emergency or the initial signs of an emergency unfolding. Local sources will be instrumental during the initial identification of an unintentional or deliberate food-related incident. These local sources would include:

- Consumers
- County and local health departments
- Poison control centers
- Hospitals
- Private practice physicians
- Law enforcement
- Retailers
- Schools
- Warehouses
- Agricultural producers
- Veterinarians
- Private food-testing laboratories
- State and local governmental laboratories (Food Safety and Public Health)

Specific 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 (via a telephone call or piece of mail) indicating that an agricultural or food product has been or will be contaminated; or,
- Two or more of these events occurring simultaneously.

Notification and Action Triggers

As mentioned above, local sources will be instrumental in the initial identification of an unintentional or deliberate food-related incident. Standard operating procedures must be defined and distributed so that all local sources are trained to notify state and federal contacts when certain criteria have been met. Each state must define the conditions under which the FERP is activated. Examples may include disaster declarations by the governor, local or regional emergencies that surpass the resources of local responders, and possibly interstate emergencies.
Activation of the State Emergency Operations Center (SEOC)

Dependent upon the level of the incident, the SEOC may need to be activated. The deployment of the SEOC will generally occur in conjunction with both the lead agency and the state’s emergency management agency, or its equivalent. Representatives from the state’s health department, food department (if applicable), and agriculture department should be present at SEOCs established for food emergencies and those established for agricultural emergencies to ensure rapid activation of multiple Emergency Support Functions if the need arises. In all food and agricultural emergencies, communications between departments will be critical to ensure the best possible response. The liaisons or representatives should be identified within the emergency response plans, and immediate updates of contact information need to be made when it changes.

Chain of Command

States must determine what levels of government will have the lead for operational management at all five stages of an emergency management life cycle: preparedness, prevention, mitigation, response and recovery. This system must be consistent with NIMS. Federal law enforcement will become the lead agency for the criminal investigation portion of a response, in the event that a food-borne disease outbreak or other food-related emergency is determined to be the result of a terrorist act.

Each state must establish lead agencies responsible for particular responses. For most states, the lead agency is either the state DA or state Health Department (HD). The lead agency may differ depending on the type of incident that occurs. For example, the state HD could begin as a lead agency for a response; however, if the incident became associated with a terrorist food-tampering incident, federal law enforcement would become the lead agency for the criminal components of the response. The state HD would maintain control of the epidemiological investigation and response to the food-borne outbreak.

Communication

Effective communication between all affected parties during a food emergency is critical. Most states have existing communication networks (e.g., health alert network) that could be used in a food emergency. The use of these networks should be considered and detailed in the FERP. Communications strategies and plans must be established in advance of any incident to be effective. Communications plans should include every group associated with the response (local, state and federal). In addition, the communications plan should address the dissemination of information to the affected population. States should supplement individual communications plans with graphic representations of the response organization chart and also charts outlining the lines of communication.

The procedures for obtaining authority to request or offer interstate assistance should be addressed prior to an emergency occurring. Often this authority is tied to agency
Food Emergency Plan Template

directors or the governor’s office. The role of the federal government as an additional source for assistance should be addressed outside state-to-state interactions.

Circumstances when interstate interaction might occur include, but are not limited to:

- Contaminated food has been shipped either to or through another state.
- Out-of-state facilities process food produced in a state.

Interstate Coordination

When incidents cross jurisdictional boundaries or require support from outside states, an interstate coordination entity, such as the lead state agency, should facilitate incident management and policy coordination.

The form and structure of various states’ agencies may not be uniform; however, the principal functions and responsibilities of the lead agency liaison should include the following:

- 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; and,
- Providing strategic coordination, as required.

Food Emergency 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 could 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, the Planning and Operations Staff will design and staff the strike teams to fulfill specific tasks. The expertise and agencies represented on a team will be a direct function of the response-specific tasks that it is assigned. 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.
Response Actions

Once this plan has been activated, state and possibly federal resources will be available to assist the lead agency with response to a food emergency. The initial step in a response will be to activate the state’s EOC and activate a MAC, unified or area command. As this occurs, the lead agency will begin coordination with the local or regional emergency operations centers where the response is occurring. This coordination will be directed at providing the necessary logistical support to the localities or regions actively responding. In addition, the state may initiate increased surveillance in the areas surrounding the response and establish channels of communication with neighboring states, either to arrange additional response support or to coordinate a multi-state response.

Recovery

Prior to the activation of the FERP, a state should make general plans to address incident recovery. These plans may simply identify the agencies supporting recovery and the general state and federal mechanisms to implement and fund recovery. Once the SEOC has been activated, the team responsible for incident recovery should begin incident-specific planning. Recovery will span personnel and equipment demobilization to social and economic recovery of an impacted area.

PREPARATION

Content Suggestions

The United States Department of Homeland Security has established the Homeland Security Advisory System. Through this advisory system, various threat levels are communicated to the country. The system is designed to initiate protective measures when detailed information to a specific sector or geographic region is received. It combines threat information with vulnerability assessments and provides communications to public safety officials and the public. The threat levels are based on intelligence obtained from many sources. When a threat level is associated with a potential threat to the nation’s food supply, key personnel or agencies identified in this plan will be notified to determine if any specific preparatory actions should be taken based on the available intelligence. The level of preparatory response will be increased respective to the threat level.

Homeland Security Threat Advisories contain actionable information about an incident involving or a threat targeting critical national networks, infrastructures or key assets. For example, they could relay newly developed procedures that, when implemented, would significantly improve security or protection. They also could suggest a change in readiness posture, protective actions or response. This category includes products formerly named alerts, advisories and sector notifications. Advisories are targeted to federal, state and local governments, private sector organizations and international partners.
Food Emergency Plan Template

Each of the following threat conditions represents an increasing risk of terrorist attacks. Beneath each threat condition are some suggested protective measures, recognizing that the heads of state departments and agencies are responsible for developing and implementing appropriate agency-specific protective measures:

**Example Text**

**Low Condition (Green).** This condition is declared when a low risk of terrorist attacks exists. State agencies should consider the following general measures, in addition to the agency-specific protective measures that they develop and implement:

- Refining and exercising preplanned protective measures relative to the state’s food supply;
- Ensuring personnel receive proper training about the FERP relative to a food-borne disease outbreak or other emergency related to the food supply;
- Institutionalizing a process to assure that all appropriate facilities in the food supply chain are regularly assessed for vulnerabilities to terrorist attacks, and all reasonable measures are taken to mitigate these vulnerabilities;
- Continue regulatory monitoring and surveillance of food products; and,
- Reporting and reviewing of epidemiological data in real time.

**Guarded Condition (Blue).** This condition is declared when a general risk of terrorist attacks exists. In addition to the protective measures taken in the previous Threat Condition, state departments and agencies should consider the following general measures, in addition to the agency-specific protective measures that they will develop and implement:

- Checking communications with designated food emergency response or command locations;
- Reviewing and updating food emergency response procedures; and,
- Providing the public with any information that would strengthen its ability to act appropriately in the event that a food-related incident occurs.

**Elevated Condition (Yellow).** An Elevated Condition is declared when a significant risk of terrorist attacks exists. In addition to the protective measures taken in the previous Threat Conditions, state departments and agencies should consider the following general measures, in addition to any specific measures that they develop and implement:

- Increasing surveillance of critical locations (i.e., food processors, food packaging facilities, large public events that involve serving food, restaurants and retailers);
- Coordinating food emergency plans with nearby jurisdictions;
- Verifying existing food-borne disease monitoring systems are active within the healthcare community;
- Assessing whether the precise characteristics of the threat implicate the food supply and if it requires further refinement of preplanned protective measures; and,
- Implementing contingency and emergency response plans, as appropriate.
High Condition (Orange). A High Condition is declared when a high risk of terrorist attacks exists. In addition to the protective measures taken in the previous Threat Conditions, state departments and agencies should consider the following general measures, in addition to the agency-specific protective measures that they will develop and implement:

- Coordinating necessary food-related security efforts with federal, state and local law enforcement agencies and any National Guard or other appropriate armed forces organizations;
- Taking additional precautions (i.e., raising the level of awareness of personnel working an event, informing the public of the threat and identifying warning signs) at public events where food is served and possibly considering alternative venues or even cancellation;
- Preparing to execute contingency procedures, such as moving to an alternate site or using an alternative food supply source; and,
- Restricting threatened facility access to essential personnel only.

Severe Condition (Red). A Severe Condition reflects a severe risk of terrorist attacks or a confirmed terrorist incident. Under most circumstances, the protective measures for a Severe Condition are not intended to be sustained for substantial periods of time. The protective measures in the previous Threat Conditions, state departments and agencies also should consider the following general measures, in addition to the agency-specific protective measures that they will develop and implement:

- Increasing or redirecting personnel to address critical food emergency needs;
- Assigning food emergency response personnel, and pre-positioning and mobilizing specially trained teams or resources;
- Securing food processing and storage facilities;
- Monitoring, redirecting or constraining transportation systems; and,
- Closing public and government facilities not critical to a response.

ACTIVATION LEVELS

Example Text

Level 0: Food incident events are routine, restricted to a small population or area, requiring no special application of local or state response resources, terrorism is not suspected and the local or state mechanisms to deal with the events are not stressed. Under this level, the FERP would not be implemented.

Level 1: A food incident has expanded so that local resources cannot adequately respond. The FERP is activated to release state support elements to assist with the local, regional or investigatory effort.

Level 2: A food incident has been traced to a product originating in another state, shipped to other states, or tied into a distribution network that impacts multiple states.
The FERP is activated to supply state resources to support the response in the originating state. Multi-state coordination is required for the response, and federal resources also may be requested by the responding state. The level of activation would include issues identified in Level 1.

Level 3: A food incident involves a highly virulent agent requiring the activation of additional state response plans relative to human health and disease containment. This level of activation will require internal coordination between lead agencies for the food incident and would require human health, interstate and federal coordination. The level of activation also would include issues identified in Levels 1 and 2.

Level 4: This level can be reached concurrently with Levels 1, 2 and 3. This level involves the identification of an incident as a deliberate act. In this case, state resources will be needed to assist with the criminal investigative portion of the response. In the event the incident is believed or shown to be a terrorist act, federal law enforcement will take the lead in the criminal investigative portions of the response.

PRINCIPAL PARTIES

Content Suggestions

The Principal Parties list should represent the most likely federal, state and local entities, as well as academic institutions and the private sector that could be involved in a food emergency response.

Example Text

Federal

- Federal Bureau of Investigation (FBI)
- Department of Homeland Security (DHS)
  - Federal Emergency Management Agency (FEMA)
- Department of Health and Human Services (DHHS)
  - Food and Drug Administration (FDA)
  - Centers for Disease Control and Prevention (CDC)
- US Department of Agriculture (USDA)
  - Food Safety Inspection Service (FSIS)
  - Animal and Plant Health Inspection Service (APHIS)
- Environmental Protection Agency (EPA)
  - Office of Solid Waste and Emergency Response
  - Office of Pesticide Programs
  - Office of Water
State

Content Suggestions

The state list should include agencies or departments that would be typically involved with responding to a state’s food emergency. States use various names to identify agencies or departments that serve the same function or they may have multiple departments and agencies that share duties. The list below is not all inclusive of state names; rather, it is provided as a general guide. States identifying Principal Parties should use names consistent with their organizational structures. The actual state agency name should be included in each state-specific food emergency plan.

Example Text

- Executive
- Agriculture
- Public Affairs
- Military
- Commodity Inspection
  - Plants
  - Pesticides
  - Animal Health
  - Food Safety
  - Food safety, animal health and pesticide laboratory services
- Environmental Quality
  - Laboratory
  - Solid waste
- Natural Resources
- Homeland Security
  - Emergency Management
  - State Police or Patrol
- Human Services, Health or equivalent
  - Acute and Communicable Disease Program
  - Public Health Laboratory (PHL)
  - Public Health Preparedness Program (PHPP)
  - Environmental Health Services
- Cooperative Extension Service
- Transportation
- Administrative Services
- Corrections
- Education
Tribal

Example Text

- Elected officials
- Public health
- Law enforcement
- Emergency medical services
- Fire department
- Emergency managers
- School districts
- Hospitals

Local

Example Text

- Local elected officials
- Public Health
  - Inspectors
  - Epidemiologists
- Law enforcement
- Emergency medical services
- Fire department
- Local Extension educators
- Emergency managers
- School districts
- Hospitals

Private Sector

Content Suggestions

Inclusion of the private sector will be important to ensure an adequate response to a food-related incident. Some common private sector entities include the groups listed below. This list is not a complete list. Each state should consider its private sector and the specific situation of the incident when constructing an event-specific list.

Example Text

Trade Associations*

- Regional food processors’ associations
- State livestock and poultry associations
- State dairy associations
- Restaurant associations
- Other growers’ associations (e.g., fruits, vegetables, corn, soybean, grain, etc.)
*Most trade associations have both state and national chapters.

Private firms or groups

- Slaughterhouses
- Warehouses
- Transporters
- Meat processing
- Food processors
- Dairy processors
- Major grocery chains
- Major restaurant chains
- Contractors (e.g., earth moving, security, etc.)
- Producers (e.g., livestock, dairy, poultry, egg, crops, etc.)
- Private food-testing laboratories
- Hospitals
- Academic institutions
  - Extension service
  - Food science
  - Public and environmental health
  - Laboratories

Veterinarians

- Department of Agriculture has a complete list of accredited veterinarians
- Corps of trained, volunteer veterinarians

STATE AGENCY ROLES AND RESPONSIBILITIES

Governor

Content Suggestions

The governor, as the head of state government, has key responsibilities relative to the response to a food incident at a state level. These responsibilities may include the following:

Example Text

- Declares state emergencies that can result in plan implementation;
- Coordinating state resources, relative to all potential types of response or incidents, to prepare for, respond to and recover from incidents in an all-hazards context;
- In certain conditions or circumstances, amend or rescind orders and regulations to allow an adequate response;
• Leads communication efforts relative to helping public, businesses and other organizations, within the state’s jurisdiction, cope with the incident and ensuing response;
• Encourages state agencies to participate in mutual aid or EMACs with surrounding states, territories or tribal entities to enhance resource sharing;
• Commander and chief of the state’s military resources; and,
• Requests federal assistance when state resources are overwhelmed.

Lead Agency

Content Suggestions

The lead agency for a food emergency is the state agency identified as having the overall authority and responsibility for coordinating and implementing a response to a food emergency under the FERP. Generally, the lead agency will set up an area command to manage the response. This agency will set overall incident-related priorities; allocate resources; ensure proper incident management; monitor incident response to be sure response objectives are met and do not conflict with other agencies, states or federal agencies supporting the effort; identify critical resource needs and report them to individual EOCs or multi-agency coordinating entities; and ensure that short-term recovery transitions into full recovery operations. In addition, the lead agency will coordinate response activities that involve multiple states, and also response and support from appropriate federal agencies.

The lead agency will implement the FERP and begin a response. State and federal law enforcement will become the lead agency for the criminal investigation portion of a response, in the event that a food-borne disease outbreak or other food-related emergency is thought or determined to be the result of intentional tampering or a terrorist act.

Typical examples of state agencies assigned the lead in a food emergency include the Department of Agriculture, Department of Health and Department of Human Services.

Example Text

• 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 and control zone;
• 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;
Food Emergency Plan Template

- 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; and,
- Issue press releases, as appropriate.

Food Safety Surveillance

Content Suggestions

Food safety is generally monitored by a group of field inspectors and staff trained or licensed to inspect all facets of the food distribution system after harvest to assure consumers that food is safe for consumption. In addition, the inspectors may monitor shellfish, water quality and dairy production from the farm through the distribution system. These inspectors are placed throughout the state and can respond to and investigate food safety incidents.

States have identified the Departments of Agriculture, Health or Human Services as agencies responsible for food safety activities.

Example Text

- Inspect state-licensed and other facilities associated with suspected or confirmed food-borne illness;
- Assist with the recall of products;
- Trace forward and back products with suspected ingredients;
- Take field actions to mitigate incident (embargo, condemn, quarantine, etc.);
- Coordinate with animal or plant production and other food safety agencies or groups if the investigation requires access to or examination of raw food products; and,
- Collect and submit food samples for laboratory evaluation for ongoing surveillance activities to support regulatory actions.

Food-Borne Disease Surveillance and Outbreak Investigations

Content Suggestions

Routine public health surveillance provides continuous monitoring for cases and outbreaks of human illness from any cause, including food-borne illness. The local and state health departments are generally responsible for this activity and rely on local health providers and hospitals for much of the surveillance reporting data.

Hospitals, private healthcare providers and poison control centers contribute to the public health surveillance system by reporting cases of food-borne illness to the state or local health department. Public health laboratories perform some primary and confirmatory testing and support epidemiology through characterization and typing of bacterial isolates.
Example Text

- Surveillance for food-borne illnesses and food-borne disease outbreaks;
- Laboratory analysis, strain typing and characterization;
- Manage the investigation of food-borne illness and outbreaks;
- Coordinate food-borne illness investigations with appropriate food safety officials at the local, state or federal level;
- Report cases or outbreaks of food-borne illness to the state, CDC, FDA and FSIS. Request assistance, if needed; and,
- Provide health and food safety information and guidance to the public.

Disease Investigations and Product Contamination Investigations

Content Suggestions

If public health identifies an incident (e.g., illness) or a disease outbreak that is associated with food, an investigation will be implemented to determine the extent of the illness (e.g., severity and number of cases), the suspected food source, and the scope of the situation. State and local health officials will work with state and local food safety officials to coordinate the human health and food product investigations. Generally, the state will be responsible for any related food commodity investigations.

LHDs, state epidemiologists and the DA are several of the state agencies identified as having responsibilities relative to implementing these tasks.

Laboratory Services

Content Suggestions

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).

Example Text

- Provide analytical testing of food, environmental, animal and human clinical samples for pathogens, toxins and chemicals (e.g., Salmonella, Listeria, E. coli O157:H7, Vibrio parahaemolyticus, organophosphates, heavy metals, ricin, Clostridium botulinum toxin, etc.).
- Maintain capability for conducting analysis using rapid, precise and accurate methods.
- Conduct analytical testing related to product trace-backs.
- Test samples for evidence of contamination by zoonotic or epizootic organisms.
- Perform complex food analyses with high precision and accuracy at an elevated throughput rate for extended periods of time.
Food Emergency Plan Template

- 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 where and when needed.
- Provide sample collection tools, equipment and guidance to field investigators.

Public Information

Content Suggestions

Agencies or groups active in providing public information in the event of a food emergency will prepare media materials and conduct media briefings in accordance with ICS principals. These activities could be in support of local EOCs or on a larger statewide scale if dictated by the incident’s scope. Generally, these agencies and groups will prepare a separate communications plan to guide information content and delivery in the event of an emergency.

Specific tasks for the agencies or groups involved with public information during a food emergency include, but are not limited to, the following:

- 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 (LHD) 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, Department of Agriculture, DHS Communications, the governor’s office, Emergency Management, epidemiologists, affected LHDs 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; and,
- Prepare for media briefings.

States have identified the following agencies or groups as having a role in disseminating public information related to a food emergency: the Public Health PIO, the Department of Agriculture PIO, and law enforcement officials (e.g., FBI).
Animal and Plant Production

Content Suggestions

The lead agencies for animal and plant production will have the responsibility of coordinating with the lead agency during a food emergency. This coordination generally will consist of providing animal and plant production liaisons to the SEOC in the event of a food emergency. These individuals will monitor the food response and provide support as necessary. If the food response expands to include animal or plant production, the appropriate liaison will report to its agency and the associated animal or plant portion of the SEOP will be activated. These liaisons may remain with the Command Staff for the food response, and provide communication and coordination between the food response and the plant or animal response.

These liaisons should have the ability to provide the following support:

- Control and eradicate animal diseases that impact human health through the food supply;
- Cooperate and provide communication with other agencies and organizations; federal, state and local public health; veterinarians; producers; and animal owners within the state in accordance with ICS principals;
- Exclude, detect, and control or eradicate serious insect pests and plant diseases;
- Work with EPA to approve, including emergency exemption, use of pesticides to mitigate pathogens and other pests that threaten the food supply;
- Regulate the sale and use of pesticides that could impact the food supply and human health;
- Investigate incidents of pesticide misuse relative to a pesticide-based food contamination incident;
- Provide laboratory analysis;
- Embargo pre-harvest food ingredients to protect the food supply; and,
- Mobilize expertise in support of the timely and accurate investigation of pesticide, heavy metals and other contamination incidents involving pre-harvest food that carry over to pre- and post-harvest food production.

Most states identify the Department of Agriculture as the primary or lead agency relative to plant or animal production issues; however, some states identify chief livestock or plant officials as the lead relative to pre-harvest production.

Environmental Protection

Content Suggestions

During the response to a food emergency, it will be necessary to maintain protection of the environment. Issues, such as the disposal of contaminated product, decontamination and disinfection, disposal of contaminated feed, water supply and quality, sampling and other issues related to maintaining environmental quality, will be the responsibilities of
the agencies or groups assigned to these tasks. These groups should be prepared to provide the following support:

- Approve the use of pesticides to mitigate select agent pathogens and other pests on crops or in livestock and food facilities;
- Provide scientific expertise;
- Provide environmental sampling and laboratory analysis;
- Decontamination support;
- Facilitate disposal of contaminated materials; and,
- Manage environmental permitting.

States often identify Environmental Quality or Natural Resources as the primary state agencies tasked with providing these services during a food emergency.

Logistical Support, Communication and Coordination

Content Suggestions

Any food emergency response requiring plan activation is likely to exceed the resource capacity of local responders. In this event, the lead agency will need a group or agency to assist with allocating, delivering and monitoring resources. In addition, this agency or group will assist the lead agency by providing a comprehensive and functional communications network between all general and command staff groups. These activities will be managed under a unified or area command. Specific tasks associated with these response issues are as follows:

- Coordinate with federal, state and local law enforcement;
- Provide logistical support to the lead agency;
- Coordinate resources;
- Conduct media briefs; and,
- Coordinate EOCs.

Generally, states have identified their State Emergency Management Agency (SEMA) or State Department of Homeland Security (SDHS) as the agencies tasked with these responsibilities.

Evidence Gathering, Security and Policing

Content Suggestions

Groups assigned to this job will often be the initial responders and evidence gatherers relative to a criminal investigation of a food supply emergency. It is likely that this effort would be quickly augmented with federal support if the scope of the incident was determined to exceed the capabilities of the state entities. In the event evidence suggests that the food emergency was the result of a terrorist act, the FBI could assume the lead
role relative to the criminal investigative aspects of the response. Some responsibilities associated with this role include:

- Providing security, law enforcement and traffic control, as required;
- Supporting response operations and controlling access and movement;
- Supporting response activities that are under the supervision of the state Department of Agriculture; and,
- Assisting local police services, if required.

Transportation

*Content Suggestions*

During a food emergency response, one or more state agencies or groups must be identified to provide the following support:

- Provide traffic control, as required;
- Support response operations relative to access controls;
- Provide guidance about re-routing traffic;
- Provide guidance for re-routing traffic in and around the affected area;
- Monitor and detain, if necessary, outbound and inbound transporters of plant or commodities at state border weigh or inspection facilities;
- Move soil, plant materials and contaminated food or debris; and,
- Identify potential sources of outside assistance, e.g., contractors, equipment sources, etc.

Legal Support

*Content Suggestions*

The state will need to identify an agency or group to assist with any legal matters or considerations in the planning and response to a food emergency. Legal matters may include liability, insurance, contracting, definitions of authority, etc. The State Attorney General is often identified as the provider of this legal support for agencies that are involved in a response.

Education and Outreach

*Content Suggestions*

One or more groups are needed to support a food emergency, for both preparation and response, by providing education and information based on timely research to help prepare and respond to emergency situations. In addition, these groups may assist PIOs with developing materials for public dissemination. This can be accomplished by extending the research knowledge base of universities, trade groups and other institutions or organizations to people who need the information; and providing leadership in applying this knowledge to the problems that people have identified.
Common entities identified to provide this type of support have included: food processing and retail trade groups, state extension, FDA, FSIS, healthcare providers and universities.

**FEDERAL ROLES AND RESPONSIBILITIES**

**United States Department of Agriculture**

*Example Text*

The USDA provides leadership about food, agriculture, natural resources and related issues based on sound public policy, the best available science, and efficient management. This cabinet level agency is tasked with many responsibilities. However, one of the primary responsibilities to the American public is to enhance food safety by taking steps to reduce the prevalence of food-borne hazards from farm to table. The USDA is organized into seven main offices and agencies, with additional programs organized within these main offices and agencies. Two USDA organizations have specific responsibilities pertaining to this plan, including Animal Plant Health Inspection Service (APHIS) and the Food Safety Inspection Service (FSIS).

APHIS protects America's animal and plant resources by safeguarding these resources from exotic invasive pests and diseases, monitoring and managing pests and diseases existing in the U.S., resolving trade issues related to animal and plant health, and ensuring the humane care and treatment of animals. APHIS works closely with the FSIS on food safety issues.

FSIS is charged with protecting the nation's food supply by providing inspectors and veterinarians in meat, poultry and egg product plants, and at ports-of-entry to prevent, detect and act in response to food safety emergencies. FSIS has developed the infrastructure needed to confront new food defense challenges. FSIS may assist state and local authorities in disease eradication activities and food-borne illness emergency investigations.

During an emergency response, USDA may:

- Assist states with epidemiological investigations;
- Assist with disease eradication and food safety threat activities, including quarantine, evaluation, slaughter, disposal, cleaning and disinfecting, epidemiology, trace-back, vector control and transportation permitting arrangements;
- Detain adulterated product and request that industry voluntarily initiate a product recall;
- Consult with state and local authorities regarding eradication and food safety threat proceedings;
- Collect, analyze and disseminate technical and logistical information;
Define training requirements for casual employees or support agencies involved with emergency response operations:
• Issue a declaration of extraordinary emergency;
• Define the infected area and control zones;
• Prepare information for dissemination to the public, producers, processors and other concerned groups;
• Inform the public about meat, poultry and egg product food safety issues, including product trace determinations;
• Allocate funding for compensation to the owner(s) of culled animals; and,
• Define restrictions on interstate commerce.

USDA also is a partner in the FERN. This network links state and federal laboratories that are committed to analyzing food samples in the event of biological, chemical or radiological emergencies, including a terrorist attack in this country. The federal partners in the FERN are the USDA, FDA, CDC and EPA. The biological section of the FERN has some overlap with the CDC’s LRN. FERN consists of testing laboratories for the detection of threat agents in food at the local, state and federal levels. These threats include biological, chemical and radiological agents.

Department of Health and Human Services

Example Text

Under the DHHS, the FDA and CDC would have critical responsibilities in supporting a state in its response to a food emergency. These agencies and their roles and responsibilities are described below.

Food and Drug Administration:

The U.S. Department of Health and Human Services’ Food and Drug Administration’s mission is to:

• To protect the public health by ensuring the safety, efficacy and security of human and veterinary drugs, biological products, medical devices, our nation’s food supply, cosmetics and products that emit radiation;
• To advance public health by encouraging innovations that make medicines and foods more effective, safer and more affordable; and,
• To help the public access accurate, science-based information that they need to use medicines and foods, which can improve their health.

FDA safeguards the nation's food supply by making sure that all ingredients used in foods are safe, and that food is free of contaminants – like disease-causing organisms, chemicals or other harmful substances. For example, the agency must approve new food additives before they can be used in foods. FDA also monitors the safety of dietary supplements, the content of infant formulas and other medical foods. However, USDA regulates meat, poultry and some egg products.
FDA also regulates food, drugs and devices used for animals, both pets and animals that produce food. Before manufacturers can market animal drugs (including drugs used in animal feeds), they must gain FDA approval by providing proof of safety and effectiveness. Veterinary medical devices do not have to be pre-approved by FDA before marketing, but they still must not be adulterated or misbranded. Livestock drugs are evaluated for their safety to the target animal and to the people who eat the animal products. FDA makes sure that any drug residues that remain in these foods are not harmful to the consumers who eat them.

FDA works with food safety and defense agencies at federal, state and local levels to strengthen the nation's food safety and defense system across the entire distribution chain, from the farm to the fork. The main results of this cooperation – more effective prevention programs, new surveillance systems, and faster food-borne illness outbreak response capabilities – enable the agency to protect the safety of our food supply against deliberate and accidental threats.

FDA:

- Has an Office of Crisis Management/Office of Emergency Operations which coordinates with FDA’s Office of Regulatory Affairs, the agency’s investigation of illness or injury reports, threats and incidents related to food products and other FDA-regulated products;
- Has an Office of Criminal Investigations that investigates criminal activities related to food products and other FDA-regulated products;
- Provides regulated firms with Food Security Preventive Measures Guidance when conducting routine food safety inspections;
- Requires registration of all food facilities, as mandated by the Bioterrorism Response Preparedness Act of 2002;
- Requires prior notice of food imports of all importers of food products;
- Requires record keeping of the firm’s suppliers and purchasers, including transporters; and,
- Trains FERN laboratory partners in analytical methodologies.

Roles of FDA’s laboratories may address agents of all types:

- Radiation
- Chemical
- Biological

The FDA is a partner in the FERN. This network links state and federal laboratories that are committed to analyzing food samples in the event of biological, chemical or radiological emergencies, including a terrorist attack in this country. The federal partners in the FERN are the USDA, FDA, CDC and EPA. The biological section of the FERN has some overlap with the CDC’s LRN. FERN consists of testing laboratories for the detection of threat agents in food at the local, state and federal levels. These threats include biological, chemical and radiological agents.
During an emergency, FDA may:

- Undertake investigations to identify implicated products;
- Request an FDA-regulated firm recall implicated or potentially unsafe product;
- FDA can provide a recalling firm guidance and assistance regarding proper recall procedures and monitors the effectiveness of recalls of FDA-regulated products;
- If warranted, exercise administrative detention of the implicated product;
- Issue press information, such as consumer advisories or product trace determinations;
- Coordinate the FERN in conjunction with its partners; and,
- Coordinate its investigations with federal, state and local partners.

Centers for Disease Control and Prevention (CDC):

The CDC is the lead federal agency for conducting public health surveillance and gathering data on food-borne illness, investigating food-borne illnesses and outbreaks, and monitoring the effectiveness of disease prevention and control efforts. CDC also plays an ongoing role in identifying disease prevention strategies and building state and local health department epidemiology, laboratory and environmental health skills to support food-borne disease surveillance and outbreak response. CDC does not regulate food commodities. However, CDC collaborates extensively with the federal food regulatory agencies to protect public health by ensuring the safety of the food supply.

CDC activities include:

- Conducting public health surveillance, including food-borne disease surveillance, to identify the causes and sources of food-borne disease (sporadic cases and outbreaks), to monitor the public health burden of food-borne disease, and to identify new and emerging causes of food-borne disease;
- Coordinating PulseNet, the national molecular sub-typing network for food-borne disease surveillance, through which public health laboratories can identify specific strains of food-borne bacteria through DNA "fingerprinting" (pulsed-field gel electrophoresis);
- Providing food emergency related information dissemination to CDC officials, state and local health departments, poison control centers and other public health professionals through its secure Epi-X website;
- Developing state-of-the-art laboratory methods to identify food-borne pathogens;
- Training and developing the state and local public health workforce to improve food-borne disease surveillance, investigation and response;
- Receiving immediate notification of highly communicable disease occurrences;
- Receiving monthly national aggregate data on food-borne disease case investigations;
- Assisting state and local health and food safety officials address food-borne disease emergencies; and,
- Collecting and reporting base-line data on reportable diseases.
During an emergency response, CDC activities may include, but are not limited to:

- Providing clinical, epidemiological and public health expertise;
- Depending on the nature of the threat, enhance procedures for detecting and analyzing the suspected biological or chemical agents;
- Identifying laboratory surge capacity to process an increased volume of clinical or food samples. The LRN, FERN or ICLN may be sources of additional analytical capacity;
- Providing confirmatory laboratory testing or characterization for biological threat agents involved in food-borne illnesses;
- Collaborating and communicating extensively with the states, FDA and USDA;
- Identifying staff to be on continuous alert to assist and possibly be dispatched to a response site;
- Issuing health alerts to state health departments and key healthcare provider networks to increase surveillance of new or unusual clusters of illness;
- Issuing alerts to the broader public health, medical and other relevant constituencies, as needed; and,
- Developing appropriate messages and guidance for the public.

**Federal Bureau of Investigation**

*Example Text*

The FBI is recognized as the primary federal agency when dealing with acts of terrorism. Acts of terrorism may be directed at the nation’s food supply, either as the target or as a vehicle of chemical and biological weapons of mass destruction. The FBI Office of Criminal Investigation would lead this effort; working closely with the FDA Office of Criminal Investigations, the USDA Office of Program Evaluation, Enforcement and Review and the USDA Office of Inspector general. Acts of terrorism are federal crimes, and the responses to these events are authorized and outlined in the NRF. Recovery activities such as decontamination and disinfection may be delayed for evidence gathering activities.

The FBI may establish a separate JIC. If this is the case, the response JIC and the law enforcement JIC will need to coordinate information dissemination.

**United States Department of Homeland Security**

*Example Text*

Emergency Preparedness and Response Directorate:

As the prevention, response and recovery arm of DHS, the Emergency Preparedness and Response (EP&R) Directorate oversees domestic disaster preparedness training and coordinates federal disaster response. The EP&R Directorate works to reduce the loss of life and property and to protect our nation's institutions from all types of hazards through
a comprehensive, risk-based emergency management program of preparedness, prevention, response and recovery. EP&R develops and manages the national emergency management training and evaluation system to design curriculums, set standards, evaluate and reward performance in local, state and federal training efforts.

FEMA is a critical part of the EP&R. FEMA’s mission is to assist, on a national scale, in prevention, response to and recovery from disasters. In this role, FEMA will coordinate federal emergency management activities relative to disasters. EP&R coordinates access to the Strategic National Stockpile and the National Disaster Medical System.

Border and Transportation Security Directorate:

The Border and Transportation Security (BTS) Directorate oversees major border security and transportation operations. The BTS Directorate is responsible for securing national transportation systems, which move people and products from U.S. borders to anywhere in the country within hours. BTS also provides border management and enforces immigration laws – both to deter illegal immigration and pursue investigations when laws are broken.

Science and Technology Directorate:

As the main research and development arm of DHS, Science and Technology (S&T) directs efforts to enhance scientific and technological capabilities, such as the development of vaccines, antidotes and therapies against biological and chemical agents, to prevent or mitigate the effects of catastrophic terrorism. Since its start in March 2003, S&T's efforts to enhance food and agricultural biosecurity have focused on:

- Assessing the epidemiological and economic implications of high-consequence terrorism scenarios;
- Developing key technologies for rapid detection of specific biological and chemical agents;
- Coordinating emergency preparedness plans in response to agro-terrorist events;
- Developing advanced detection and surveillance systems, e.g., the BioWatch program, to permit early detection of threat agents;
- Developing detection and surveillance systems to identify potential security threats at critical nodes in food processing and production; and,
- Engaging the academic community in support of S&T's mission – several Homeland Security Centers of Excellence have been established to conduct multidisciplinary research and to develop innovative educational programs about food and agriculture security.

Information Analysis and Infrastructure Protection Directorate:

Food and agriculture security is included in the Information Analysis and Infrastructure Protection (IAIP) critical infrastructure protection authority, based on provisions outlined
in the National Strategy for the Physical Protection of Critical Infrastructure and Key Assets. IAIP's overall responsibilities include:

- Integrating all-source threat information;
- Identifying emerging threats and assessing their nature and scope;
- Mapping threats against vulnerabilities, both physical and cyber, to critical infrastructures and key assets;
- Providing actionable advisories regarding preventive and protective actions; and,
- Serving as the focal point for coordination between government and critical infrastructure sectors regarding information sharing and emergency response planning for food and agriculture. This coordination includes convening sector-wide workshops focused on:
  - Developing a framework for information sharing, in coordination with USDA, DHHS and private sector representatives.
  - Identifying security gaps and strategies for addressing them.
  - Coordinating the federal response to Presidentially Declared Disasters.
  - Positioning staff and supplies and assessing what other federal agencies are needed in the case of a natural disaster.

The government agencies supporting these DHS Directorates are summarized in the Appendix E.

Environmental Protection Agency

Example Text

The following offices of EPA could be involved with supporting a response to a food emergency: Office of Pesticide Programs, Office of Water, Office of Solid Waste and Emergency Response. The EPA’s homeland security activities for food and agriculture include the following:

- Measures to prevent the use of agricultural materials, such as hazardous pesticides and the equipment used in their application, as terrorist weapons;
- Measures to protect the security of drinking water and wastewater systems, such as emergency response tools and vulnerability assessments;
- Information sharing about water security (WaterISAC);
- Measures to protect food from biological, chemical and radiological contamination due to acts of terrorism, e.g., through participation in federal preparedness exercises; and,
- Research and development regarding methods for detecting, treating and containing biological and chemical warfare agents and bulk industrial chemicals deliberately introduced into drinking water systems.
TRIBAL GOVERNMENTS

Content Suggestions

The Tribal Chief Executive Officer is generally responsible for the safety and welfare of the members of their tribe. As such, this representative should be authorized to work with the state in the emergency planning process to define the critical roles and responsibilities of the tribe. Generally, the Tribal Chief Executive Officer will be responsible for:

- Declaring tribal emergencies that can result in the implementation of a tribal response plan or a mutual aid agreement;
- Coordinating tribal resources, relative to all potential types of response or incidents, to prepare for, respond to and recover from incidents in an all-hazards context;
- Having powers to suspend tribal laws and ordinances to assist with a response;
- Providing leadership and communicating with the tribal nation, businesses and other entities to help them cope with the incident response and recovery;
- Negotiating mutual aid agreements to enhance resource sharing; and,
- Requesting federal assistance, through the state governor or directly from the federal government, when tribal resources have been overwhelmed.

LOCAL GOVERNMENTS

Content Suggestions

Emergency Responders

Emergency responders will fill an invaluable role in a food emergency response. Most emergency responders will be initially organized by local governments, increasing a state’s reliance upon local emergency plans. County health departments will usually provide first notification to the lead state agencies, who will in turn notify the CDC; DHHS, including the FDA; and the USDA. Given that initial response times may ultimately determine the final extent of a food emergency, states must ensure that all of its local governments have adequately prepared food defense plans.

Emergency Management

The local emergency management will be responsible for developing and maintaining a LEOP. The LEOP will outline the local response, support and responsibilities in the event of an emergency. The local emergency management also will be responsible for ensuring that the LEOP is consistent with the FERP. In the case of a food supply emergency, local emergency management could provide the initial response or conduct local surveillance support, or other activities associated with a food emergency. The LEOP also will define the unified command that would characterize the local response or support to a food emergency.
Local Health Departments

Local health departments will be the initial responders to most food emergencies. They conduct public health and food safety surveillance and are generally notified by local healthcare providers if unusual or reportable symptoms or diseases are identified. Local health departments may be the first groups to call on the state to activate the FERP, especially if their resources are insufficient to deal with the incident. Local health departments will support the local EOC by providing epidemiologists, doctors, environmental health professional and other health specialists as needed during a response. Many local health departments also may have the authority to issue quarantine orders for people.

Local Hospitals

Local hospitals will coordinate with state and local health departments or related agencies. They will provide treatment to affected citizens and provide an invaluable part of the food incident surveillance activities. At the initial point of detection, local hospitals or private physicians provide the reporting that could result in the initial identification of a food incident. Local hospitals may provide the initial laboratory testing or submit the patient specimens to public health laboratories for testing.

Local Law Enforcement

Local law enforcement entities will be the initial responders and evidence gatherers relative to a criminal investigation of a food supply emergency. Local law enforcement will work closely with state law enforcement in this role. It is likely that the local law enforcement effort would be quickly augmented with federal law enforcement in a supporting role.

Local Government

Depending on the nature of the food emergency and the scope of local involvement, it may be necessary for local government to take actions or make declarations releasing local resources to support a response to a food incident.

Volunteer Organizations Assisting in Disasters

VOADs are often organized at a state level. These groups have the personnel and resources to provide food and shelter to responders, and those within a quarantine, embargo or other restricted zone. Some of these groups also can provide counseling and other mental health support to responders or impacted citizens. In many emergencies, VOADs arrange and maintain contact between impacted citizens and their families outside the emergency area.
PRIVATE SECTOR

Example Text

The private sector should provide the following support:

- Representatives of the major food industries should be represented in the SEOC during active response actions;
- Mechanisms to identify and track certain illnesses in employees that may indicate product or plant contamination;
- Procedures for handling and recording consumer complaints so that any illnesses possibly associated with a food or agricultural product can be rapidly assessed and evaluated;
- Protocols for contacting local authorities (law enforcement, regulatory or public health, depending on the situation) in the event of a biosecurity threat. The protocols should include key contact information (e.g., name, telephone number, fax number, e-mail address, 24-hour availability information) for each pertinent agency, which should be updated on a regular basis;
- Security patrols and video surveillance, if deemed necessary, to detect suspicious behavior or unusual events;
- Mechanisms for tracking hazardous chemicals or laboratory reagents and positive controls, and protocols to investigate missing items or other irregularities;
- Protocols for inspecting and tracking incoming ingredients, packaging, labels and product returns to detect tampering or counterfeiting;
- Protocols for tracking finished products to facilitate a trace-back or product recall;
- Random inspections of storage facilities, vehicles and vessels to detect potential security breaches;
- Protocols for internal reporting and management of potential biosecurity events, by type of event; and,
- Laboratory testing capabilities and surge capacity.

Trade Associations

- Provide product expertise;
- Representatives of the major food-related trade associations should be represented in the SEOC during active response actions;
- Communication to producers, industry, members of national organizations and the public;
- Coordinate messages and media contact;
- Facilitate contact between the government and producers;
- Primary contact for growers and producers; and,
- Maintain contact list for notification.
Private Hospitals or Clinics

Private hospitals or clinics will coordinate with state and local health departments or related agencies. They will provide treatment to affected citizens and provide an invaluable part of the food incident surveillance activities. At the initial point of detection, local hospitals or private physicians provide the reporting that could result in the initial identification of a food incident. Private hospitals may provide the initial laboratory testing or submit the patient specimens to Public Health Laboratories for testing.

Poison Control Center

- Receives calls from the public and healthcare workers concerning chemical contamination, and food poisoning (diarrhea, illnesses, shellfish poisoning, botulism, etc.);
- Provides clinical expertise in the area of medical toxicology, including chemical, toxin or bacterial-related food poisoning;
- Communicates with healthcare providers, consumers and DHHS; and,
- Capable of rapidly contacting emergency departments, and healthcare officer with information of food supply issues via fax.

AUTHORITIES AND REFERENCES

Include or reference any state specific appropriate, relevant or applicable regulations.

RECOVERY

Content Suggestions

Some common recovery topics and general elements of a recovery plan are listed below:

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

Specific topics that should be addressed in the recovery are as follows:

- Determine what continued surveillance is needed and the timeline for continued surveillance;
• Continued surveillance and how this will be decreased as recovery proceeds;
• 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 areas if necessary. The affected zone is the area directly impacted and involved in the food emergency;
• Provide food and potable water to the affected zone;
• Remove controls on food, water, crops and livestock when possible;
• Remove access control to affected zones 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;
• Take care of responders dislocated from their normal duties by the requirements of the event;
• 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; and,
• Identify gaps and initiate repair of response plan.

**TRAINING AND EXERCISES**

*Content Suggestions*

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.

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.

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.
FUNDING AND COMPENSATION

Content Suggestions

Funding will be required for:

- Destruction of private property
- Recalls
- Destruction of food products
- Staff salaries
- Employee disability and liability insurance (for personnel enlisted for the response)
- Contractor support
- Surveillance
- Laboratory services
- Data sharing
- Training
- Equipment
- Communication equipment, including telephones, Internet access, etc.
- Copies
- Office supplies, other expendables and travel

In addition, funding may be required to develop advertisements and purchase local and national airtime to demonstrate to the public that the state’s impacted products are safe following the incident.

The federal government and some states provide compensation or indemnification of food and livestock to producers in the event that animals or product must be destroyed based on an emergency response action. Specific elements of this compensation should be considered.

PLAN UPDATES

Content Suggestions

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.
APPENDIX C

CONTACT LIST

Questions for developing a contact list:

1. Are all key personnel listed on the contact list?
2. Who should be listed?
3. Are after-hours numbers listed?
4. How often is the contact list updated?
5. How is the list distributed to responders?
APPENDIX C
Contact List

State Emergency Sample Contact List

<table>
<thead>
<tr>
<th>Key Personnel</th>
<th>Department</th>
<th>Contact Number</th>
<th>24-Hour Contact Number</th>
</tr>
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<tbody>
<tr>
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</table>

Federal Emergency Contact Numbers
USDA Emergency Operations Center 1-877-677-2369
FSIS Office of Food Defense and Emergency Response 1-866-395-9701 (24 hr)
FDA Office of Crisis Management / Office of Emergency Operations 1-301-443-1240 (24 hr)
APPENDIX D

ROLES AND RESPONSIBILITIES MATRIX
Instructions

Appendix D contains examples of roles and responsibilities matrices that should be appended to a FERP. States should use these matrices to summarize the general roles and responsibilities of the critical entities participating in a large-scale food emergency. Governmental, private sector, academic and volunteer agencies or groups that are essential to plan implementation should be specifically identified. In the examples provided, state agencies are addressed on a separate matrix relative to the other entities participating in the response. The ultimate structure of this summary attachment to the FERP is up to each state. The intent of this appendix to a FERP is to present a simple summary of the roles and responsibilities for a food emergency. In the attached examples, the agencies or groups are listed along the top row and marks are placed below each agency or group in the cell(s) opposite from the agency’s or group’s assigned role or responsibility.

Identifying the relative involvement of an entity in the role or responsibility should be part of the information conveyed by this matrix. Generally, the entity that has the primary responsibility for a “role or responsibility” should be identified by placing the letter “P” in the corresponding cell. For all other entities supporting that role or responsibility, an “S” should be placed in the corresponding cell. These matrices should be reviewed and updated with the plan on a regular schedule.
### STATE ROLES AND RESPONSIBILITIES MATRIX
#### FOOD EMERGENCY

<table>
<thead>
<tr>
<th>Role or Responsibility</th>
<th>STATE AGENCY OR DEPARTMENT</th>
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<tbody>
<tr>
<td>Lead Agency</td>
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<tr>
<td>Food Safety and Surveillance</td>
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</tr>
<tr>
<td>Public Health and Food-Borne Illness, Contamination and Disease Surveillance</td>
<td></td>
</tr>
<tr>
<td>Illness or Disease Outbreak Investigations</td>
<td></td>
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<tr>
<td>Product Contamination Investigations</td>
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<tr>
<td>Laboratory Services</td>
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<tr>
<td>Public Information</td>
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<tr>
<td>Animal and Plant Production</td>
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<tr>
<td>Environmental Protection</td>
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<tr>
<td>Logistical Support, Communication and Coordination</td>
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<tr>
<td>Evidence Gathering, Security and Policing</td>
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<tr>
<td>Transportation</td>
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<tr>
<td>Legal Support</td>
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<tr>
<td>Education and Outreach</td>
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<tr>
<td>Training</td>
<td></td>
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<tr>
<td>Private Sector Coordination</td>
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<tr>
<td>Academic Institution Coordination</td>
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<table>
<thead>
<tr>
<th>Role or Responsibility</th>
<th>STATE AGENCY OR DEPARTMENT</th>
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<tr>
<td>Governor</td>
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</table>
## FEDERAL AND LOCAL GOVERNMENT AND PRIVATE ENTITY ROLES AND RESPONSIBILITIES MATRIX

**FOOD EMERGENCY**

<table>
<thead>
<tr>
<th>Role or Responsibility</th>
<th>AGENCY, DEPARTMENT OR GROUP</th>
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<tbody>
<tr>
<td>Food Safety and Surveillance</td>
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<tr>
<td>Public Health and Food-Borne Illness, Contamination and Disease Surveillance</td>
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<td>Legal Support</td>
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<td>Education and Outreach</td>
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<td>Training</td>
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</table>
APPENDIX E

DHS DIRECTORATE SUPPORT MATRIX
## DHS DIRECTORATE SUPPORT MATRIX

<table>
<thead>
<tr>
<th>Border and Transportation Security</th>
<th>Emergency Preparedness and Response</th>
<th>Information Analysis and Infrastructure Protection</th>
<th>Science and Technology</th>
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<tbody>
<tr>
<td>Customs Service</td>
<td>Federal Emergency Management Agency</td>
<td>Critical Information Assurance Office</td>
<td>Nuclear Assessment Program</td>
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<tr>
<td>Immigration and Naturalization Service</td>
<td>Strategic National Stockpile</td>
<td>National Communications System</td>
<td>Chem/Bio Natl. Security &amp; Nuclear Smuggling Programs (NPR&amp;D)</td>
</tr>
<tr>
<td>Federal Protective Service</td>
<td>National Disaster Medical System</td>
<td>Energy Security and Assurance Programs</td>
<td>LLNL Advanced Scientific Computing Research Program</td>
</tr>
<tr>
<td>Federal Law Enforcement Training Center</td>
<td>Metro Medical Response System</td>
<td>National Infrastructure Simulation &amp; Analysis Center</td>
<td>Environmental Measurements Laboratory</td>
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<tr>
<td>Animal and Plant Health Inspection Service</td>
<td>Office for Emergency Preparedness</td>
<td>Federal Computer Incident Response Center</td>
<td>Microbial Pathogens Activities in Biological and Environmental Research Program</td>
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<tr>
<td>Office for Domestic Preparedness</td>
<td>Nuclear Incident Response Team</td>
<td>National Infrastructure Protection Center</td>
<td>BW Defense Analysis Center</td>
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<tr>
<td>Domestic Emergency Support Teams</td>
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<td></td>
<td>Plum Island Animal Disease Center</td>
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<tr>
<td>National Domestic Preparedness Office</td>
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<tr>
<td>Integrated Hazard Info. System (FIRESAT)</td>
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