



ESF 11 – Food and Water

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ESF 11 Tasked Agencies	
Primary County Agency	Clackamas County Disaster Management (CCDM)
Supporting County Agency	Department of Health, Housing, and Human Services Department of Finance
Community Partners	American Red Cross Salvation Army
State Agency	Department of Human Services
Federal Agency	Department of Homeland Security/Federal Emergency Management Agency
*See Section 3 for more information about Tasked Agencies	

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 11 describes how the County will identify food and water (including ice) needs in the aftermath of a disaster or emergency; obtain these resources; and transport them to the impacted area.

1.2 Scope

Activities encompassed within the scope of ESF 11 include:

- Assessment of food and water needs for areas impacted by disaster.
- Identification of food and water resources.
- Storage of food and water resources.
- Monitoring the collection and sorting of all food and water supplies and establishing procedures to ensure that they are safe for consumption.
- Coordinating transportation of food and water resources to impacted areas.

1.3 Policies and Authorities

None at this time.

2 Situation and Assumptions

2.1 Situation

The County is faced with a number of hazards that may impact the availability of food and water for impacted communities. Considerations that should be taken into account when planning for and implementing ESF 11 activities include:

- A significant emergency or disaster may severely diminish food and water stores in a community.
- Communities without electricity for extended periods will lose the ability to refrigerate goods and household and supermarket supplies requiring cooling will spoil.

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- Individuals and families will have varying emergency food and water supplies on hand.
- The heat of summer may exacerbate any existing issues as ambient air temperature will increase the rate of spoilage and increase the need to use ice.
- Damage to freshwater supplies and wastewater treatment systems may increase the risk of infection due to water borne illness and increase the demand for bottled water locally.
- Special needs populations may have special dietary restrictions on food and the preparation of meals.

2.2 Assumptions

ESF 11 is based on the following planning assumptions:

- The need for fresh food and water will likely overwhelm the County's local supply if electricity is not available for three or more days.
- Damage projection models will be used to calculate the number of people affected in order to assess the amount of emergency food and water needed to meet anticipated demand.
- The County will look to the U.S. Department of Agriculture (USDA), and State for guidance on quantity usage tables related to disaster food distribution.

3 Roles and Responsibilities of Tasked Agencies

The County has identified primary and supporting agencies and community partners to ensure ESF-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement their assigned tasks.

- **Primary County Agency(s)** – County agency(s) may be assigned as the primary agency based on the agency's responsibilities, authority, functional expertise, resources, and capabilities in managing incident activities. Primary agencies may not be responsible for all elements of a function, and will work with supporting agencies to manage capabilities and resources to support ESF-related activities.
- **Supporting County Agency(s)** – County agency(s) may be assigned as supporting if they may have a substantial support role during incidents based on their capabilities and resources.
- **Community Partners** – May be assigned tasks if they meet one or more of the following criteria: the organization's self-defined mission includes emergency response (e.g. disaster relief nonprofit organizations); the organization receives formalized tasking by governmental agencies (e.g., American Red Cross); or the entity's jurisdictional authority, or the entity's resources and capabilities.

Roles and responsibilities for state and federal agencies are identified in the State of Oregon Emergency Operations Plan and National Response Framework, respectively.

See Appendix B for a checklist of responsibilities for tasked agencies by phase of emergency management.

4 Concept of Operations

4.1 General

All food and water-related activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, Clackamas County Disaster Management (CCDM) is responsible for coordinating food and water-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with food and water will first be issued in accordance with established mutual aid agreements and once those resources have been exhausted, a request may be forwarded to the State Emergency Coordination Center (ECC).
- The County EOC will provide guidance for the coordination food and water resources.

4.2 EOC Activation

When a disaster occurs, CCDM may, based on the size and complexity of the incident, activate the County Emergency Operations Center (EOC) and assume the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.

Notification will be made to the Primary County Agencies listed in this ESF. The Primary County Agencies will coordinate with Supporting County Agencies to assess and report current capabilities to the EOC and activate Departmental Operations Centers as appropriate. Primary and Supporting County agencies may be requested to send a representative to staff the EOC and facilitate food and water-related activities.

4.3 EOC Operations

When food and water-related activities are staffed in the EOC, the appointed ESF 11 representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to food and water.
- Share situation status updates related to food and water to inform development of the Situation Report.
- Participate in, and provide food and water-specific reports for, EOC briefings.
- Assist in development and communication of food and water-related actions to tasked agencies.
- Monitor ongoing food and water-related actions.
- Share food and water-related information with ESF 14 – Public Information, to ensure consistent public messaging.
- Coordinate food and water-related staffing to ensure the function can be staffed across operational periods.

4.4 Disabilities, Access and Functional Needs

Provision of food and water-related activities will take into account populations with disabilities and access and functional needs (DAFN). The needs of children and adults who experience disabilities or access and functional needs shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

4.5 Coordination with Other ESFs

The following ESFs support food and water-related activities:

- **ESF 3 – Public Works.** Coordinate repair and restoration of the drinking water system with in the County.
- **ESF 6 – Mass Care.** Coordinate distribution of food and water supplies to impacted populations.
- **ESF 7 – Resource Support.** Identify food and water resources and coordinate staging of resources for distribution. Assist in transportation of food and water supplies to impacted areas.
- **ESF 8 – Health and Medical.** Ensure proper procedures are in place to ensure food and water safety.
- **ESF 15 – Volunteers and Donations Management.** Coordinate donated food and water supplies. Assist in the transportation of food and water supplies to impacted areas.
- **ESF 17 – Agriculture and Animal Protection.** Ensure the security of the County's food system.
- **ESF 18 – Business and Industry.** Coordinate with private sector partners to support ESF 11 activities.

5 Direction and Control

To be developed.

6 ESF Annex Development and Maintenance

CCDM will be responsible for coordinating regular review and maintenance of this annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

7 Appendices

- Appendix A – ESF 11 Resources
- Appendix B – ESF 11 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 11 Representative Checklist

Appendix A ESF 11 Resources

The following resources provide additional information regarding ESF 11-related issues at the local, state, and federal level:

County

- None at this time.

State

- Emergency Operations Plan
 - ESF 11 – Food and Water

Federal

- National Response Framework
 - ESF 6 – Mass Care
- Food and Nutrition Service USDA Foods Program Disaster Manual (<https://www.fns.usda.gov/sites/default/files/FDDDisasterManual.pdf>)

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Appendix B ESF 11 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for ESF 11 – Food and Water. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the food and water function. All tasked agencies should maintain agency-specific plans and procedures that allow for them to effectively accomplish these tasks.

Preparedness

Preparedness activities take place **before** an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 11 include:

All Tasked Agencies

- ☐ Develop operational plans for ESF 11 activities.
- ☐ Participate in ESF 11-related trainings and exercises as appropriate.
- ☐ Work with local, regional, and state agencies to align planning efforts (e.g., identifying duplicate vendor agreements, Mutual Aid Agreements, common Point of Dispensation [POD] planning, etc.).

CCDM

- ☐ Coordinate regular review and update of the ESF 11 annex with supporting agencies.
- ☐ Facilitate collaborative planning to ensure County capability to support ESF 11 activities.
- ☐ Develop and maintain an Emergency Food and Water Plan for the County that includes procedures for addressing:
 - Procuring food and water consumables.
 - Transporting food and water consumables to and from the warehouse/staging area.
 - Documenting the amounts food and water consumables provided to PODs and monitoring inventory status.
 - Providing for the sustenance needs of persons with dietary restrictions (i.e., infants, diabetic persons, renal patients, hypertensive patients, liquid diets, vegetarians, persons with cultural sensitivities, etc.)
- ☐ Maintain operational capacity of the County EOC to and help ensure that staff are identified and adequately trained to fulfill the finance function in the County EOC to include tracking and use of assets utilized during food and water operations and activities.

Response

Response activities take place **during** an emergency and include actions taken to save lives and prevent further property damage in an emergency situation. Response roles and responsibilities for ESF 11 include:

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All Tasked Agencies

- ☐ Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- ☐ Provide a representative to the County EOC, when requested, to support ESF 11 activities.

CCDM

- ☐ Coordinate with the EOC Planning Section to identify unmet needs.
- ☐ Establish a Food and Water Branch in the County EOC if needed.
- ☐ Coordinate with community and faith-based partners to facilitate the distribution of donated relief supplies.
- ☐ Track the use of Food and Water resources through the EOC Finance Section.
- ☐ Through the State ECC, request support for volunteers and donations activities in coordination with ESF 15 – Volunteers and Donations.

Health, Housing, and Human Services Department

- ☐ Work with the Public Information Officer and/or other ESF 14 representatives to craft public messaging surrounding the safety of the County's food and water supply (e.g., boil notices).
- ☐ Provide necessary inspections for food and water safety. Work with state agencies regarding the inspections and safety.

American Red Cross

- ☐ Assist in distribution of food and water supplies in coordination with mass care and shelter operations.

Recovery

Recovery activities take place **after** an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for ESF 11 include:

All Tasked Agencies

- ☐ Demobilize response activities.
- ☐ Maintain incident documentation to support public and individual assistance processes.

CCDM

- ☐ Compile and keep all documentation collected relating to the management of activities related to the emergency provision of food and water.
- ☐ Coordinate all after-action activities and implement corrective actions as appropriate.

Mitigation

Mitigation activities take place **before and after** an emergency occurs and includes activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the

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damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 11 include:

All Tasked Agencies

- ☐ Participate in the hazard mitigation planning process for the County.
- ☐ Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

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Appendix C ESF 11 Representative Checklist**Activation and Initial Actions**

- ☐ Report to the EOC Manager, Section Chief, Branch Coordinator, or other assigned supervisor.
- ☐ Become familiar with available job resources (e.g., plans, equipment, and staff) and EOC plans and forms
- ☐ Review the EOC organization and staffing chart and understand your role in working with the various branches and sections.
- ☐ Equip your work station with necessary equipment and supplies and test functionality of all equipment
- ☐ Obtain situation report(s), EOC Action Plan, and/or receive briefings from EOC and/or field personnel

Initial Operational Periods

- ☐ Obtain a briefing from the person you are replacing.
- ☐ Attend meetings and briefings, as appropriate.
- ☐ Establish and maintain your position log with chronological documentation.
- ☐ Follow procedures for transferring responsibilities to replacements.
- ☐ Follow staff accountability and check-in/-out procedures when temporarily leaving your assigned work station.

Final Operational Periods

- ☐ Complete and submit all required documentation
- ☐ Ensure all materials are returned to their proper storage location and file requests for replacement of resources that are expended or inoperative
- ☐ Follow check-out procedures.
- ☐ Share lessons learned at After-Action Conferences to contribute to the After-Action Report and inform future activations.

Keys to Success: Information Management

Information management is getting the right information to the right people, in the right form, at the right time. It includes receiving, sorting, prioritizing, and delivering information.

- ☐ The EOC information management role for ESF Leads and agency representatives includes:
- ☐ Filter information for what is accurate, distill that information to what is useful, and push it to the appropriate people within the EOC or agency, contributing to a Common Operating Picture.
- ☐ Serve as a conduit of information to and from agencies.
- ☐ Supply accurate, appropriate, and up-to-date information to the Situation Report.

Keys to Success: Resource Management

Resource management is getting the right resources to the right place, at the right time. The resource request process is at its core and supports coordinated management of resource requests by local, state, and federal partners. Resources include equipment, supplies, and personnel.

The EOC Resource Management support role for ESF Leads and agency representatives includes:

- ☐ Coordinate the contribution of resources from an agency to the response and recovery.
- ☐ Request resources from other sources and agencies.
- ☐ Keep the lines of communication open and provide specific information about what an agency can and cannot provide. The more specific and timely the information held by the Logistics Section is, the more efficiently it will support the request.