

**United States Department of Agriculture (USDA)
 Animal and Plant Health Inspection Service (APHIS)
 Concept of Operations (CONOPS)
 in support of
 Emergency Support Function 11 (ESF) 11
 Agriculture and Natural Resources**

<p><i>Purpose and Intended Audience</i></p>	<p>This document provides the policy and operational basis for APHIS emergency response related to ESF 11, Agriculture and Natural Resources. Collectively, this document outlines the preparation of APHIS' infrastructure, people, and administration for all-hazards support to the Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA) and the United States public according to the ESF 11 program. The intended audience is APHIS employees and senior leadership, other Federal agencies, State and Tribal collaborators, and other entities with an interest in how APHIS is organized to support its emergency response responsibilities.</p>
<p><i>Primary Functions</i></p>	<p>Providing nutrition assistance: These efforts are coordinated by the USDA's Food and Nutrition Service (FNS).</p> <p>Responding to animal and plant diseases and pests: Implementing an integrated Federal, State, tribal, and local response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, or an outbreak of a harmful or economically significant plant pest or disease. ESF 11 ensures, in coordination with ESF 8 – Public Health and Medical Services, that animal/veterinary issues in natural disasters are supported. These efforts are coordinated by APHIS.</p> <p>Ensuring the safety and security of the commercial food supply: Includes routine food safety inspections and other services to ensure the safety of food products. These efforts are coordinated by the Food Safety and Inspection Service (FSIS).</p> <p>Protecting NCH resources: Includes appropriate response actions to preserve, conserve, rehabilitate, recover, and restore NCH resources. These efforts are coordinated by the Department of the Interior (DOI).</p> <p>Providing for the safety and well-being of household pets: Supports the DHS/FEMA together with ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services; ESF 8; ESF 9 – Search and Rescue; and ESF 14 – Long-Term Community Recovery to ensure an integrated response that provides for the safety and well-being of household pets. The ESF 11 effort is coordinated by APHIS.</p>
<p><i>ESF 11 Structure</i></p>	<p>APHIS, the coordinating body for ESF 11, collaborates with three Federal partners: USDA's FSIS, FNS, and the Department of the Interior (DOI). APHIS provides a single point of contact for FEMA for ESF 11 to simplify FEMA access to ESF 11 resources. Technical assistance and response activities may be carried out by any of the ESF 11 partners. While coordinated by the APHIS ESF 11 Coordinators, any of the ESF 11 partners (APHIS, FNS, FSIS or DOI) may support FEMA incident coordination efforts via staffing support at the Initial Operations Facility (IOF), the State Emergency Operating</p>

Center (SEOC), the Joint Field Office (JFO); the Regional Response Coordination Center (RRCC); and/or the National Response Coordination Center (NRCC).

APHIS ESF 11 activation may include activities that fall outside APHIS statutory authorities; however, the activity is one in which APHIS has training or expertise. A key feature that distinguishes ESF 11 responses from APHIS emergency program responses is the potential for APHIS to be involved in activities, funded by FEMA, that fall outside APHIS' statutory and regulatory authorities.

Authority

The National Response Framework (NRF) establishes a comprehensive approach to manage domestic incidents. It provides an orderly and continuing means of Federal disaster response assistance to State, local, and Tribal governments and outlines provisions for Federal-to-Federal support. Other relevant authorities are contained in the Robert T. Stafford Disaster Relief and Emergency Assistance Act, Homeland Security Presidential Directives, and Code of Federal Regulations Title 44 Emergency Management and Assistance. The NRF contains critical emergency support functions, including ESF 11. In accordance with the NRF, The USDA's Office of Homeland Security (OHS) has the authority to coordinate ESF 11 responsibilities. USDA's OHS has delegated this authority to APHIS' Emergency Management and Homeland Security Branch (EMHSB) to act as the USDA/APHIS representative for ESF 11 and to coordinate ESF 11 activities. APHIS' Veterinary Services (VS) and Plant Protection and Quarantine (PPQ) have emergency response programs as integral facets of their mission in accordance with the statutory authorities of the Animal Health Protection Act and the Plant Protection Act. Wildlife Services (WS) participates in emergency response activities through responsibilities set forth in the Animal Damage Control Act. Other APHIS programs assist VS and PPQ in response to their mission-specific emergencies when requested. Routine emergency management activities conducted in the various program areas do not typically involve FEMA and ESF 11. ESF 11 personnel respond under a Presidential Declaration of Emergency or when a National Security Special Event (NSSE) has been declared.

Rather than through statutory authority, Animal Care's (AC) responsibility as the lead APHIS program for household pets and service animals is delegated from FEMA through the NRF.

APHIS Emergency Response – link to USDA and APHIS Strategic Plans

APHIS has a proven capacity to prevent, prepare for, respond to, and recover from a wide variety of threats to animal and plant resources and to support safe agricultural trade in its mission to protect the health and value of American agriculture and natural resources. This is consistent with the USDA Strategic Plan for 2005-2010, Strategic Goal Four: **Enhance Protection and Safety of the Nation's Agriculture and Food Supply** and with Mission Priority Two from the 2007-2012 APHIS Strategic Plan: **Strengthen Emergency Response Preparedness.**

<p><i>Link to EMLC Integration Plan</i></p>	<p>APHIS established its Emergency Management Leadership Council (EMLC), to provide leadership and guidance on efforts to strengthen emergency preparedness and response activities.</p> <p>The Draft EMLC Agricultural Health and Homeland Security Emergency Response Integration Plan emphasizes the criticality of adequate personnel, equipment, systems, processes, and services to achieve effective response objectives. The ESF 11 structure is consistent with the Plan and ensures collaboration among USDA agencies, FEMA, and State and Tribal partners to achieve coordinated and effective responses to the wide range of incidents outlined in the EMLC Integration Plan.</p>
<p><i>Strengthening APHIS Emergency Response: ESF 11 Structure</i></p>	<p>The creation of the ESF 11 structure is APHIS' commitment to a collaborative response to national incidents and emergencies. The ESF 11 structure is comprised of the National Coordinator (NC) in the EMHSB, located in Riverdale, Maryland; the APHIS ESF 11 Headquarters Liaison Officers (LNO) in AC (AC LNO), PPQ (PPQ LNO), and VS (VS LNO) in Riverdale, Maryland; the APHIS ESF 11 Regional Emergency Program Managers (REPM) in Raleigh, North Carolina and Fort Collins, Colorado. Reporting lines are shared among APHIS programs; for example, the Emergency Program Manager for the APHIS Eastern Region is administratively assigned to VS, whereas the Western Region counterpart is administratively assigned to PPQ. The ESF 11 structure also includes ten ESF 11 Coordinators, one in each of the ten FEMA regions; and three Resource Ordering and Status System (ROSS) Dispatchers in each APHIS region, for a total of six dispatchers. (See Figure 1)</p>
<p><i>Distinction between ESF 11 activations and APHIS emergency program activations</i></p>	<p>APHIS initiates emergency response activities after confirmation of an economically significant pest or disease. In the event of a Foreign Animal Disease, plant pest, or weed not known to occur in the United States, the Secretary of Agriculture will utilize the statutory authority to coordinate emergency response actions to eradicate and control the premises. When the President declares a Disaster Declaration or a NSSE, FEMA notifies the appropriate ESF 11 Coordinator, appropriate REPM, and/or the NC to activate ESF 11.</p>
<p><i>Concept of Operations EMLC</i></p>	<p>The EMLC provides overall guidance for APHIS emergency preparedness, response, and recovery and keeps senior leadership apprised of issues arising from emergency preparedness, response, and recovery activities. All APHIS emergency program areas are accountable to the EMLC: VS on livestock issues, PPQ on plant issues, and AC on pet issues.</p> <p>The EMHSB serves as the coordinating body for ESF 11 activities, provides administrative guidance and support to the NC, and briefs the Emergency Management, Safety, and Security Division (EMSSD) director on issues arising from emergency preparedness, response, and recovery activities. The EMSSD director briefs the EMLC and</p>

<p><i>APHIS-EMSSD ESF 11 NC</i></p>	<p>USDA's OHS on preparedness, response, and recovery.</p> <p>The NC serves as the overall USDA ESF 11 Coordinator to communicate ESF 11 preparedness and response activities (e.g., preparing the ESF 11 Daily Report) with EMHSB to maintain situational/risk awareness of ESF 11 activities as they pertain to APHIS. The NC also serves as the national point of contact for FEMA and the ESF 11 Federal partners and participates in national and regional training exercises. The NC provides leadership in developing goals and action plans in support of all-hazard emergency management and represents USDA, APHIS, and ESF 11 nationally with external stakeholders. The NC coordinates and leads information-sharing activities, (e.g., bi-weekly conference calls with LNOs, REPMs, and ESF 11 partners and the annual ESF 11 meeting). The NC coordinates with the Federal Partners at FSIS, FNS, and DOI to ensure the NRCC is staffed during activations. In addition, the NC develops and implements concepts, standards, procedures, and policy guidance for ESF 11 emergency preparedness and response. The NC facilitates responses to homeland security request from USDA's OHS, EMLC, and EMSSD.</p>
<p><i>Role of the Headquarters Liaison Officers (LNO)</i></p>	<p>The APHIS ESF 11 LNOs serve as links to the APHIS program areas (e.g., PPQ, VS, and AC) in the identification, development, and implementation of concepts, standards, procedures, and policy guidance for ESF 11 emergency preparedness and response. The LNOs may be dedicated to ESF 11 or fulfill the LNO role with broader responsibilities, depending on program structure. All LNOs serve as points of contact for their programs' ESF 11 issues.</p>
<p><i>Role of the REPMs</i></p>	<p>The REPMs serve as Regional ESF 11 Coordinators, directing and coordinating ESF 11 resources in response to disasters or national incidents. The REPMs supervise the ESF 11 Coordinators. The REPMs serve as the APHIS regional expert and advisor to the Board of Directors and the NC in the development and implementation of concepts, policy guidance, and critical operations planning for regional ESF 11 emergency preparedness and response. The REPMs ensure the NC is apprised of all ESF 11 communications in which the REPMs are involved.</p>
<p><i>Role of the ESF 11 Coordinators</i></p>	<p>The ESF 11 Coordinators manage ESF 11 resources, preparedness, and response activities in their assigned FEMA regions. Through these positions, USDA provides a single point-of-contact for FEMA to access the ESF 11 partners on behalf of USDA and DOI. The ESF 11 Coordinators serve as emergency response program experts and advisors to APHIS program field offices.</p>
<p><i>Role of the Resource Ordering and Status System (ROSS)</i></p>	<p>The APHIS personnel rosters are maintained using the ROSS dispatch system. APHIS responders are categorized into one of two types - either readily available for deployment, or those who require supervisory approval prior to deployment.</p>

	<p>The ESF 11 Coordinators assist with recruiting and training ESF 11 Desk Officers who may be deployed from all ESF 11 partner agencies. The qualifications status of the personnel are maintained via the ROSS dispatch system and/or Team Leaders. During an activation, the ESF 11 Coordinators identify resource needs and work with Program management and the dispatch system to obtain the necessary resources. All partner agency resource requests are handled within their own organization at the FEMA Regional level.</p>
<p><i>Role of ESF 11 Desk Officers</i></p>	<p>ESF 11 response activities include administrative staffing of the ESF 11 posts at the IOF, SEOC, JFO, RRCC, and NRCC. Desk officers provide coordination and facilitate information sharing between FEMA and the ESF 11 partners.</p>
<p><u>Communications Flow</u></p>	<p>The ESF 11 function relies on regular, consistent communication among the entities with a responsibility for ESF 11 activities. This includes regular stakeholder coordination meetings with APHIS emergency response and management personnel; ESF 11 partners; and local, State, Tribal, and Federal representatives.</p>
<p><i>ESF 11 Daily Reporting Flow</i></p>	<p>In December 2006, APHIS established an All-Hazards Internal Communication Plan with a methodology for Situation (SITREP) and Spot (SPOTREP) Reports. SITREPs and SPOTREPs are the primary vehicles for distributing information regarding the status of ESF 11 and APHIS emergency response efforts through the Agency and the Department. However, during activations, the ESF 11 Coordinators utilize the ESF 11 Daily Report to channel information up to the REPMs, NRCC Desk Officers, and the NC. The NC submits the report to the APHIS Emergency Operations Center (AEOC). The AEOC takes information from the ESF 11 Daily Report (Refer to Figure 2) and consolidates the ESF 11 input into the APHIS SITREP. The APHIS SITREP is then forwarded to senior leadership and the USDA Operations Center (OC). The USDA OC then consolidates APHIS' input into the overall USDA SITREP and forwards the SITREP to the National Operations Center.</p>
<p><i>ESF 11 Coordinators communications procedures</i></p>	<p>ESF 11 Coordinators serve as the point-of-contact for FEMA regional activities. ESF 11 Coordinators attend planning conferences and Regional Interagency Steering Committee meetings. The ESF 11 Coordinators submit a report on the regional meetings to the REPMs, ESF 11 Coordinators, local and State APHIS emergency response and management personnel from their FEMA regions, and ESF 11 partners from their FEMA regions. ESF 11 Coordinators have close interaction with APHIS State managers and provide meeting reports, situation reports, and other appropriate information to local, State, and APHIS emergency response and management personnel in their FEMA regions.</p>

<p><i>REPMs communications strategies</i></p>	<p>REPMs interact frequently with the NC and ESF 11 Coordinators, ensuring a formal, monthly exchange. REPMs collect pertinent ESF 11 information, highlighting success stories and challenges that arise. The REPMs will work with individual board members on pertinent issues and, if appropriate, share these issues with the EMLC, the NC, and the LNOs to facilitate collaborative problem solving. The REPMs are expected to work closely together to ensure information sharing and comparison of similarities and differences among FEMA regions, State collaborators, and/or ESF partners. The REPMs will share ESF 11 alerts with the regional emergency managers and will keep them informed with appropriate information in a timely manner. The REPMs ensure the NC is apprised of all ESF 11 communications.</p>
<p><i>NC communication strategies</i></p>	<p>The NC's, LNOs', and REPMs' interaction is particularly critical. The NC and REPMs hold biweekly calls to ensure that the NC is fully informed of issues and activities that could impact APHIS' ESF 11 response capabilities. The HQ LNOs will be included in meetings, when appropriate, to ensure a collaborative approach to information sharing and problem solving. This is in addition to routine calls to coordinate activities and meetings that correspond with other scheduled events. The NC receives monthly reports from both regions and provides relevant information to USDA's OHS via the monthly ESF 11 Report. The report is shared with the EMLC, APHIS senior management, and other stakeholders as deemed appropriate.</p> <p>At least one annual meeting will be held for the APHIS ESF 11 community.</p>
<p><i>Communications to the APHIS EMLC</i></p>	<p>The regional Boards of Directors (BOD) are members of the EMLC and provide a direct link between the regional BODs and the EMLC. The Director, EMSSD, is a member of the EMLC, and is the official conduit for ESF 11 information to the EMLC and USDA OHS. The ESF 11 staff may be asked to attend EMLC meetings to facilitate a particular EMLC agenda item or discussion. EMSSD will notify the EMLC in the event of ESF 11 activation.</p>
<p><i><u>Standard Business Practices</u></i></p>	<p>In addition to the concept of operations and communications strategies previously discussed, the APHIS ESF 11 structure establishes common processes and procedures in support of ESF 11 activities.</p>
<p><i>Training resources for ESF 11 staff and responders</i></p>	<p>Training for APHIS response personnel will be conducted each fiscal year to meet APHIS' goal of ensuring a common framework for the new ESF 11 structure. ESF 11 personnel training materials include the Orientation Manual, Standard Operating Procedures, and desktop guides. Additional ESF 11 training includes: IS-811, ICS 100, 200, 700, and 800; Mission Assignments (MA); and Homeland Security Information Network. Personnel who anticipate participating in ESF 11 activities are encouraged to seek additional training, as necessary.</p>
<p><i>Overview of FEMA</i></p>	<p>FEMA officially tasks activities through an MA, which is based on a</p>

Overview of FEMA MA Process

a Statement of Work (SOW). All MAs used to date by APHIS have been archived by the ESF 11 coordinators. Pertinent MA SOWs have been developed to include: 1) initial activation (prior to a Presidential Declaration of Emergency); and 2) post-declaration (where there is a new funding stream with a Presidential Declaration). New MA SOWs have been proposed to include: technical assistance and response activities using APHIS expertise in the areas of laboratory staff, captive wildlife/exotic, agricultural animals, or household pets.

MA Processing: MAs are issued by the FEMA Regions after deliberation of State requests. (The MA for NRCC Activation comes from FEMA Headquarters.) ESF 11 MAs are received by the NC, either directly, if it is an NRCC activation, or from a REPM if a Regional activation. The NC verifies the MA, and passes it on to EMHSB for budget execution. A unique accounting code is assigned to the MA. This code is provided to all those who may be activated for ESF 11 for use for Time and Attendance, travel, or other pertinent expenses. After the MA expiration, APHIS has a limited time in which to prepare the final bill, with required receipts, and provide it to FEMA for reimbursement.

Acronyms

AC	Animal Care
AEOC	APHIS Emergency Operations Center
APHIS	Animal and Plant Health Inspection Service
BOD	Board of Directors
CONOPS	Concept of Operations
DHS	Department of Homeland Security
DOI	Department of Interior
EMHSB	Emergency Management and Homeland Security Branch
EMLC	Emergency Management Leadership Council
EMSSD	Emergency Management, Safety, and Security Division
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
FSIS	Food Safety Inspection Service
FNS	Food and Nutrition Service
HQ	Headquarters
IOF	Initial Operating Facility
JFO	Joint Field Office
LNO	Liaison Officer
MA	Mission Assignments
NC	National Coordinator
NRCC	National Response Coordination Center
NRF	National Response Framework
NSSE	National Security Special Event
OC	Operations Center
OHS	Office of Homeland Security
PPQ	Plant Protection and Quarantine
REPM	Regional Emergency Program Managers
ROSS	Resource Ordering and Status System
RRCC	Regional Response Coordination Center
SEOC	State Emergency Operating Center
SITREP	Situation Report
SOW	Statement of Work
SPOTREP	Spot Reports
USDA	United States Department of Agriculture
VS	Veterinary Services
WS	Wildlife Services

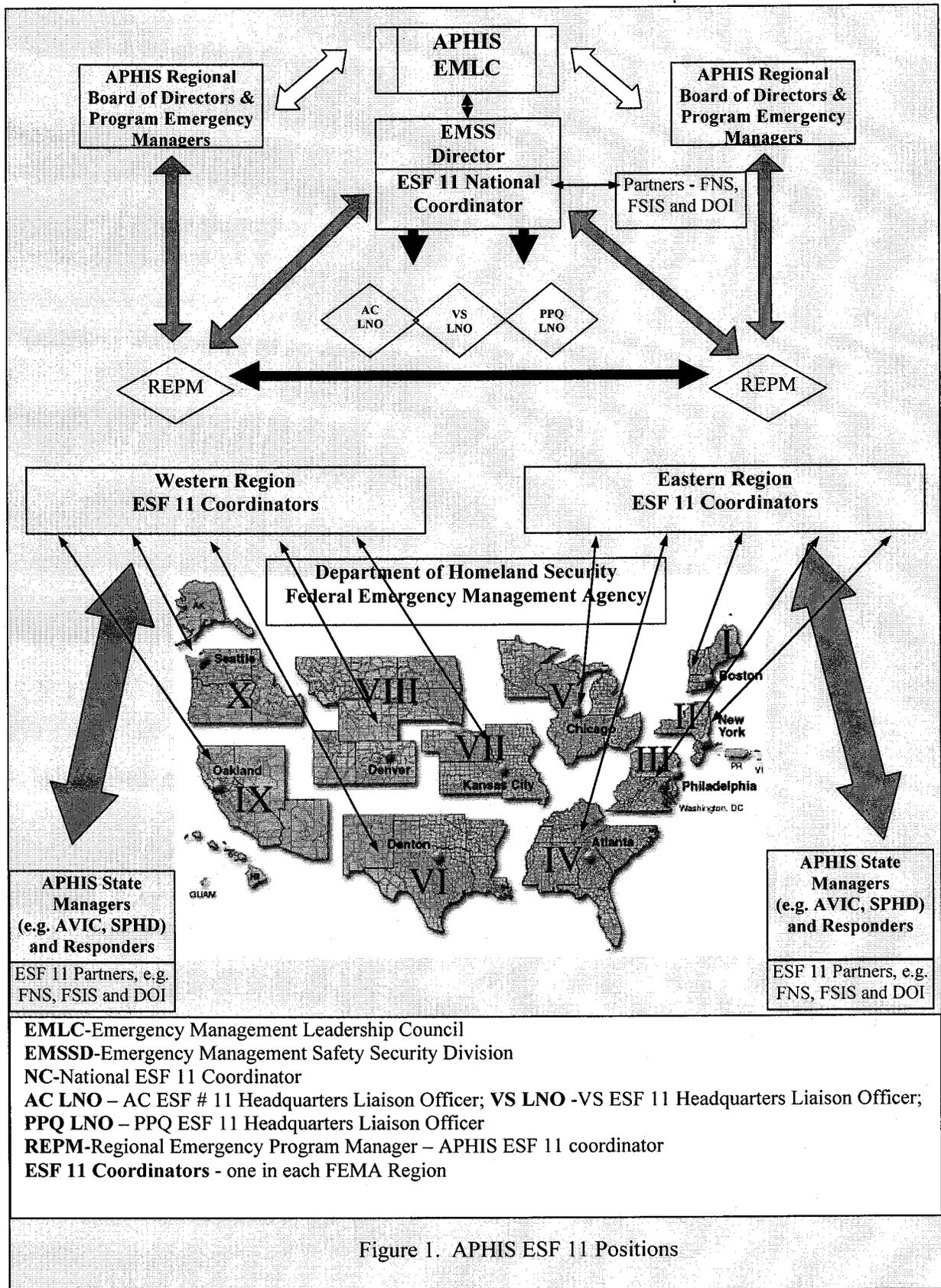


Figure 1. APHIS ESF 11 Positions

ESF #11 Daily Report RRCC (NLT 2400 hrs EST)
 Distribution: NRCC ESF #11 Desk, HQ ESF #11 Coordinator, REPM
“EVENT”

DATE:
FEMA REGION:

SECTION I - RRCC CONTACT INFORMATION	
PREPARED BY:	TIME:
	ESF #11 DESK PHONE:

SECTION II - SUMMARY	

SECTION III - MISSION ASSIGNMENTS					
FEMA MA NUMBER	APHIS Accounting Code	AGENCY	PURPOSE	MA AMOUNT	DATE START DATE EXPIRES

SECTION IV - ACTIVITIES				
KEY ISSUES List the top 3-5 priorities currently being supported. If in play, provide status	RESPONSE AUTHORITY (Statutory, Mission Assignment, other)	OBJECTIVES / RESPONSES Anticipated requirements to accomplish mission	CHALLENGES Challenges and resolution	NEXT STEPS Pending issues

SECTION V - APHIS AND PARTNER AGENCY RESOURCES DEPLOYED				
FEMA MA Number	NUMBER OF PERSONNEL DEPLOYED	TYPE / NUMBER OF EQUIPMENT DEPLOYED	AGENCY	EST RETURN DATE

Figure 2

Signature Page

- a. *Effective Date* – This agreement will be effective upon signature of all parties acknowledging concurrence with the conditions outlined within.
- b. *Period of Agreement* – This agreement shall remain in effect for the life of the APHIS Exercise Program or until revised or terminated by mutual consent. All parties will review and re-certify this agreement annually.

By: Jose R. Diez
(Signature)

Jose R. Diez
Co-Chair, EMLC

DATE: April 27, 2009

By: Jeffrey J. Grode
(Signature)

Jeffrey J. Grode
Co-Chair, EMLC

DATE: April 27, 2009

By: Roberta D. Purcell
(Signature)

Roberta D. Purcell
Acting Director, EMSSD

DATE: April 24, 2009

By: Douglas C. Kelly
(Signature)

Douglas C. Kelly
Branch Chief, EMHSB

DATE: 24 Apr 09