



Emergency Support Function #11 – Agriculture and Natural Resources Strategic Plan

2016-2020

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Preface

The United States Department of Agriculture (USDA) and the United States Department of the Interior (DOI) are proud to work with other whole community partners to help States, Tribes, and Territories impacted by disasters and emergencies. Under the National Response Framework, we partner together to fulfill the role of Emergency Support Function (ESF) #11, bringing to bear specialized expertise to assist as part of the Federal response.

Our assistance helps to relieve the devastating effects felt by families, communities, businesses, and infrastructure during disasters. These impacts can linger for weeks, months, and in the worst of cases—years.

USDA's and DOI's continued success in responding as ESF #11 partners is highly dependent on the relationships we establish with other whole community partners such as businesses; nongovernmental organizations; and local, State, and Federal agencies. It is also dependent on knowledge gained by our personnel through participation in trainings and other educational opportunities, exercises, reviews, meetings, and discussions with emergency response partners. In short, the key to ESF #11's future successful response is successful preparation.

This strategic plan outlines a path to enhance USDA's and DOI's emergency preparedness for years 2016 through 2020.

Introduction

This strategic plan provides the mission, vision, goals, objectives, and activities that will guide Federal Emergency Support Function (ESF) #11 in strengthening preparedness for and response to Presidentially declared emergencies and major disasters.

This plan is the cornerstone document for the ESF #11 primary agencies, including the United States Department of Agriculture (USDA) and the United States Department of the Interior (DOI). It outlines goals and objectives for 5 years and will guide their engagement with the larger ESF #11 community. Supplemental documents, such as an updated ESF #11 Concept of Operations (CONOPS), will outline roles and responsibilities, activities, and timelines.

As described in the National Response Framework (NRF), ESFs¹ are Federal coordinating structures for response assistance. ESF #11 – Agriculture and Natural Resources comprises expertise in providing nutrition assistance; responding to animal and agriculture health issues; providing technical assistance in support of animal and agricultural emergency management; ensuring the safety and defense of meat, poultry, and processed egg products; and protecting natural and cultural resources and historic properties.

Within USDA, the designated functions align with the partner agencies, including the Animal and Plant Health Inspection Service (APHIS), Food and Nutrition Service (FNS), and Food Safety and Inspection Service (FSIS), with coordination occurring across USDA. USDA has delegated its national coordinating role for ESF #11 to APHIS, which employs the ESF #11 national coordinator, two regional emergency program managers, 10 regional coordinators who coordinate ESF #11 activities within the 10 FEMA Regions, and a mission assignment manager. DOI's primary agency role is coordinated by the Office of Environmental Policy and Compliance and includes all bureaus.

Each ESF #11 primary and partner agency has an ESF #11 coordinator at the headquarters level. In addition, all agencies provide personnel (e.g., program liaisons, desk officers) for national, regional, and field response coordination. These personnel and others comprise the ESF #11

¹ The Federal ESFs are designed to coordinate Federal response resources for Stafford Act incidents. For incidents in which there is no Stafford declaration, the department or agency with primary legal authority may activate the coordinating structures appropriate to that authority. In addition to their own structures, departments or agencies responding under their own legal authorities may request that the Secretary of Homeland Security activate relevant ESFs.

Team. ESF #11 is supported by a number of agencies, nongovernmental organizations, and other stakeholders.²

The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), as amended, provides for Federal assistance. A State, Tribe, or Territory may request a Presidential Major Disaster or Emergency Declaration for Stafford Act assistance if an effective response exceeds their capabilities.

When the President issues a major disaster declaration or an emergency declaration, the Federal Emergency Management Agency (FEMA) of the Department of Homeland Security coordinates delivery of the requested assistance through the NRF.

Response activities help save lives, protect property and the environment, and meet basic human needs after an incident has occurred. Response activities take place immediately before, during, and after a major disaster or emergency until transition to long-term recovery.

Preparedness of all parties, including support agencies and stakeholders, is a crucial aspect of effective response. To accomplish its mission, ESF #11 participates in national, regional, State, Tribal, and Territorial preparedness activities, including training, exercises, meetings, planning, and support coordination.



Multiagency coordination for Hurricane Sandy at the FEMA Regional Response Coordination Center in Maynard, Massachusetts. ESF#11 coordinator is in the foreground.

² Refer to the ESF #11 Annex for the list of support agencies.

Mission Statement

The mission of the Federal Emergency Support Function (ESF) #11 Team is to prepare, plan, and coordinate among the United States Department of Agriculture, the United States Department of the Interior, and their support agencies and stakeholders to fulfill the functions in the National Response Framework and its ESF #11 – Agriculture and Natural Resources Annex.

These functions are:

- providing nutrition assistance;
- responding to animal and agriculture health issues;
- providing technical assistance in support of animal and agricultural emergency management;
- ensuring the safety and defense of meat, poultry, and processed egg products; and
- protecting natural and cultural resources and historic properties.

Vision Statement

The Federal ESF #11 Team is a cohesive, supported, well-trained, and responsive coordinating structure that effectively and efficiently provides the requested agriculture and natural resources support to States, Tribes, and Territories prior to, during, and after emergencies and major disasters as described in the National Response Framework.

Goals and Objectives

Goal 1: Optimize the capabilities of the ESF #11 organizational structure and response capacity (e.g., financial, human, equipment, and technology assets)

Objective 1.1: Ensure the ESF #11 organizational structure supports the primary functions, and meets planning and response needs

Activities to Achieve the Objective

- Define and document the ESF #11 roles and responsibilities, along with those of the ESF #11 programs, including expectations, capabilities, and limitations.
- Proactively engage within USDA agencies and DOI bureaus and with support agencies to

seek commitment and ensure appropriate support for ESF #11.

- Update the CONOPS document to identify how the ESF #11 Team coordinates, prepares for and responds to disasters, and contributes to intra- and inter-agency documents.
- Prioritize and ensure appropriate ESF #11 representation for internal and external meetings at all levels.
- Define and review (e.g., lessons learned, after-action reviews) the ESF #11 structure; identify and prioritize needs.

Objective 1.2: Identify resource needs and secure funding to sustain ESF #11 operations

Activities to Achieve the Objective

- Evaluate and update the processes for ESF #11 reimbursement to ensure appropriate reimbursements and maintain financial accountability.
- Ensure procedures are developed for effective use of other response organizations or structures along with any applicable funding mechanisms (e.g., National Oil and Hazardous Substances Pollution Contingency Plan).
- Capture the total costs of ESF #11 operations, including unreimbursed costs.
- Engage senior officials to secure appropriate funding and resources.

Objective 1.3: Ensure current and future equipment and technology resources are readily available and supported for ESF #11 preparedness and response activities

Activities to Achieve the Objective

- Maximize the efficient use of existing equipment and technology.
- Identify equipment and technological requirements (e.g., 24/7 IT support), challenges, and resolutions.
- Leverage available internal and external equipment and technology systems.
- Identify current and/or future technology or systems needs to support activities.
- Develop and implement a plan to support ESF #11 internal and external equipment and technology needs to accomplish the ESF #11 mission.

Goal 2: Optimize ESF #11 operations by developing personnel to effectively support ESF #11 preparedness and response

Objective 2.1: Develop and implement a comprehensive approach to increase and enhance training to meet present and future needs

Activities to Achieve the Objective

- Conduct a needs assessment, including after-action reviews with improvement plans, to formulate training and exercise requirements.
- Ensure that ESF #11 personnel have the requisite baseline training (e.g., Incident Command System, WebEOC®, desk officer training).
- Ensure ESF #11 personnel are trained on roles and responsibilities, reimbursement procedures, appropriate communications, and other items identified through the needs assessment, as appropriate.
- Develop procedures to enhance continuity between and across shifts at the National Response Coordination Center (NRCC) and Regional Response Coordination Centers (RRCCs) for all responses.
- Ensure effective ESF #11 operational coordination between the RRCCs and the NRCC during Level 1 activations.

Objective 2.2: Develop and maintain necessary informational materials and other tools

Activities to Achieve the Objective

- Update and maintain the ESF #11 informational and resource materials used for training, outreach, planning, and other purposes.
- Identify and develop new tools (e.g., factsheets, job aids, and checklists) as needed.

Objective 2.3: Increase the knowledge and response readiness of ESF #11 personnel

Activities to Achieve the Objective

- Explore opportunities (e.g., exercises, shadowing, and detail assignments) for personnel.
- Deploy personnel to experience program and other responses.
- Develop strategies to implement lessons learned from exercises and incidents, hot washes, meetings, and workshops, etc.
- Conduct annual ESF #11 national training to coordinate mission-critical needs.
- Integrate and engage support agencies in ESF #11 training and exercises.
- To facilitate response readiness, ensure ESF #11 personnel receive appropriate access and permissions.

Goal 3: Enhance internal and external communications, coordination, relationships, and support for the ESF #11 mission

Objective 3.1: Enhance internal and external communications and coordination with support agencies and stakeholders regarding ESF #11

Activities to Achieve the Objective

- Enhance ESF #11 outreach with other Federal agencies and stakeholders to include support for and coordination with other ESFs and Recovery Support Functions (RSFs)³ as appropriate.
- Develop and deliver unified and consistent messages prior to and during incidents to convey ESF #11 roles and responsibilities.
- Educate FEMA and other stakeholders on the ESF #11 preparedness and response roles, responsibilities, capabilities, and expectations; and the value of mission assigning ESF #11.
- Provide personnel involved in ESF #11 preparedness and response with guidance to ensure they communicate information only within their authority or expertise and direct all other inquiries to the appropriate entity.
- Identify opportunities and provide representation where ESF #11 may be discussed or impacted. Examples of groups that may potentially discuss information that would impact ESF #11 include but are not limited to:
 - Emergency Support Function Leadership Group
 - Regional Interagency Steering Committee, 10 FEMA Regions
 - Regional Advisory Committee, 10 FEMA Regions
 - State, Tribal, and Territorial agencies/organizations
 - State Emergency Boards
 - Partners, including other ESFs and National Voluntary Organizations Active in Disaster
- Identify and refine procedures for ESF #11 communications among departments, agencies, headquarters, and the regions.
- Refine established procedures for ESF #11 contributions to intra- and inter-agency documents.

Goal 4: Engage in planning efforts to optimize ESF #11 preparedness and response

Objective 4.1: Enhance internal and external planning for ESF #11 preparedness and response

Activities to Achieve the Objective

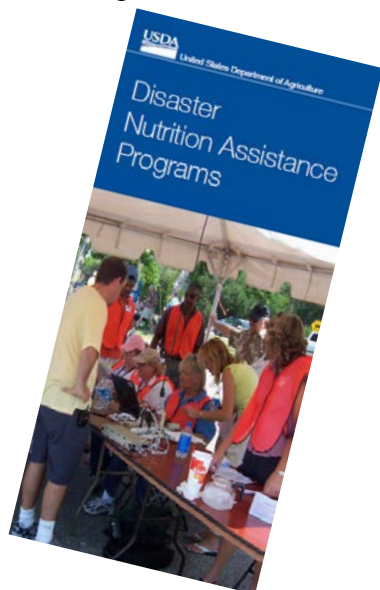
³ Though not responsible for long-term recovery, ESF #11 provides limited support during the transition to recovery under the National Disaster Recovery Framework.

- Engage with other ESFs, departments, agencies, and stakeholders on issues that intersect with ESF #11 planning, as needed.
- Review and evaluate existing documents and resources, including after-action reports/lessons learned to identify and track action items for planning.
- Prioritize resources to ensure optimal and appropriate participation at planning meetings and exercises.
- Formalize a process to coordinate ESF #11 comments (national and regional) on internal and external documents.
- Incorporate relevant lessons learned into future planning to enhance ESF #11 operations.
- Create protocols for measuring ESF #11 effectiveness and a means for tracking outcomes.
- Clarify USDA's and DOI's expectations for ESF #11's role in non-Stafford Act incidents.

Objective 4.2: Optimize working relationships with partners and stakeholders to enhance ESF #11 preparedness and response activities

Activities to Achieve the Objective

- Identify and ensure inclusion of appropriate partners and stakeholders in ESF #11 activities.
- Engage with other ESFs, RSFs, agencies, and stakeholders on issues that intersect with ESF #11 (e.g., environmental and One Health issues), as needed.



USDA's Disaster Nutrition Assistance Programs offer short-term food assistance benefits to families suffering in the wake of a disaster or emergency.

Appendix A: FEMA Regions and Regional Response Coordination Center Locations



Graphic illustrates regions and is not to scale.

FEMA Region II serves New York, New Jersey, Puerto Rico, and the U.S. Virgin Islands. FEMA Region IX serves Arizona, California, Hawaii, Nevada, the Territories of American Samoa and Guam, and the Commonwealth of the Northern Mariana Islands.

Appendix B: References for ESF #11 Response

Key references include, but are not limited to:

Presidential Policy Directive 8: National Preparedness

<http://www.dhs.gov/presidential-policy-directive-8-national-preparedness>

Presidential Policy Directive 21: Critical Infrastructure Security and Resilience

<https://www.whitehouse.gov/the-press-office/2013/02/12/presidential-policy-directive-critical-infrastructure-security-and-resil>

Homeland Security Presidential Directive 5: Management of Domestic Incidents

<http://www.dhs.gov/publication/homeland-security-presidential-directive-5>

Homeland Security Presidential Directive 9: Defense of United States Agriculture and Food

<http://www.gpo.gov/fdsys/pkg/PPP-2004-book1/pdf/PPP-2004-book1-doc-pg173.pdf>

National Response Framework (NRF) and annexes

<http://www.fema.gov/national-response-framework>

Emergency Support Function #11 – Agriculture and Natural Resources Annex

<http://www.fema.gov/media-library/assets/documents/32213>

Response Federal Interagency Operational Plan

https://www.fema.gov/media-library-data/1406719953589-4ab5bfa40fe82879611d945dd60230c4/Response_FIOP_FINAL_20140729.pdf

Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, and Related Authorities (the Stafford Act)

<https://www.fema.gov/media-library/assets/documents/15271?fromSearch=fromsearch&id=3564>

USDA Department Manual 1800-001: Incident Preparedness, Response, and Recovery⁴

<http://www.ocio.usda.gov/document/departmental-manual-1800-001>

⁴ USDA Department Manual 1800-001 delegates USDA's ESF #11 national coordination role to APHIS.

Government Accountability Office-15-20 Report to Congressional Requesters: Emergency Preparedness - Opportunities Exist to Strengthen Interagency Assessments and Accountability for Closing Capability Gaps⁵

<http://www.gao.gov/assets/670/667300.pdf>

FEMA's Emergency Support Function Leadership Group Metrics⁶

⁵ GAO recommends that FEMA—in collaboration with other Federal agencies—(1) issue supplemental guidance to ESF coordinators detailing minimum standards for activities and product deliverables necessary to demonstrate ESF preparedness, (2) regularly report on the status of corrective actions identified through prior national-level exercises and real-world disasters, and (3) develop and issue detailed program management information to better enable management oversight of the DHS IND Strategy's recommended actions.

⁶ Developed in response to GAO Report-15-20 and establishes minimum performance metrics for ESFs.