



United States Department of Agriculture
Animal and Plant Health Inspection Service

Safeguarding American Agriculture

**Animal and Plant Health Inspection Service
(APHIS)**

**ESF-11 Coordination
Orientation Manual**

**For the positions:
Emergency Program Manager
Emergency Program Specialist**

APHIS Emergency Management Leadership Council

Version 1a
November 26, 2007

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Introduction

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Purpose

The purpose of this manual is to facilitate an easy transition for the newly hired ESF-11 Coordinators into their new positions regardless of background and area of expertise. The manual provides easy access to documentation and resources that provide background information on the creation of the ESF-11 Coordinator positions. The manual also describes the roles APHIS and its ESF-11 partners fill in all-hazard response, and includes supporting documentation and web resources.

Authority

The authority to coordinate the USDA's participation in implementing the Agriculture and Natural Resources Emergency Support Function #11 (ESF #11) was delegated to APHIS by the USDA Office of Homeland Security in the [Delegation of Authority Letter of May 22, 2007](#).

How to use this manual

The contents of this manual are divided into four chapters and three appendices. A list of resources and reference materials are included at the end of each chapter. These resources can be accessed three ways:

1. Online. If you are reading the document online, you may navigate to the supporting documentation and web resources by using the links in the document.
2. From a CD. If you are reading this document electronically from a CD and have internet access, you may navigate to the supporting documentation and web resources by using the links in this document.
3. Hardcopy. If you are reading a hard-copy of the manual, the supporting documents and URLs for the web resources are also available on the CD in Appendix 1 and 2 respectively.

Appendix 1 is a comprehensive Table of Contents for the supporting documents and Appendix 2 includes a list and description of the URLs for the web resources referenced in the manual. Appendix 3 contains additional resources that may be helpful

APHIS Emergency Response

APHIS emergency response efforts make up part of a cohesive government-wide endeavor. This government-wide effort is outlined in the National Response Plan, which establishes a comprehensive all-hazards approach to enhance the ability of the US to manage domestic incidents. USDA and in turn APHIS's role in the government-wide efforts is outlined in the addendum [Emergency Support Function 11](#) (ESF 11).

The APHIS [Office of Emergency Management and Homeland Security](#) (OEMHS) is a small, multi-disciplined staff working to bring over-all APHIS coordination to emergency management and homeland security initiatives undertaken by Agency program components, including the Plant Protection and Quarantine Program (PPQ) and the Veterinary Services (VS) program.

*APHIS Management
Team Decision Making*

On June 16, 2003, the AMT, the Agency's executive decision making body presided over by the APHIS Administrator and comprised of the Agency's Deputy Administrators and Support Program Directors, called for the establishment of an Emergency Management Leadership Council (EMLC) to provide leadership and guidance to the Agency's efforts to strengthen its emergency and homeland security preparedness and response activities. This decision was made in direct response to the related strategic mission priority in the [APHIS Strategic Plan](#).

At the same time, the AMT also called for the creation of a job position to manage the AEOC and the establishment of a small staff to support the activities of the EMLC and AEOC.

*APHIS Emergency
Management Leadership
Council Decision
Making*

On October 29, 2003, the EMLC further refined the AMT's decision to create the position of AEOC manager and establish a small staff to support the EMLC and AEOC. The EMLC called for the creation of the Office of Emergency Management (OEM) to provide administrative support and coordination to the EMLC and its activities, develop Agency-wide policies and procedures, coordinate emergency management communications, and manage the AEOC and the Agency's two regional emergency operations centers (EOCs) in Raleigh, North Carolina, and Ft. Collins, Colorado. The EMLC supported the AMT's March 2005 decision to update the OEM's mission priority to include homeland security consideration by renaming the staff the OEMHS. This marked the establishment of what is now OEMHS.

Source: APHIS Emergency Response website at http://www.aphis.usda.gov/emergency_response/index.shtml.

- [Delegation of Authority Letter of May 22, 2007](#)
- [APHIS Strategic Plan \(July 2007\)](#)
- [APHIS Strategic Direction \(July 2007\)](#)
- [Linking Strategy and Change \(July 2007\)](#)

Resources

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Chapter 1

ESF-11

Background

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Summary

Chapter 1 provides a background on ESF-11 including supporting resources such as links to the [Homeland Security Presidential Directives](#) (HSPDs), [National Response Plan/Framework \(NRP/NRF\)](#) presentation, the [NRF Resource Center](#), Emergency Support Functions (ESFs) and ESF-11 specifically.

from the APHIS Agricultural Health and Homeland Security Emergency Response Integration Plan

Changing scope and nature of APHIS emergency responsibilities

As part of its mission to protect the health and value of American agriculture and natural resources, APHIS and its program cooperators have developed a proven capacity to effectively respond to a wide variety of threats to animal and plant resources and agricultural trade. In recent years APHIS has been assigned additional homeland security responsibilities -- to prepare for and respond to natural and man-made disasters, including agro-terrorism.

Comprehensive response plan for entire range of emergencies

The APHIS Emergency Management Leadership Council (EMLC) developed the [APHIS Agricultural Health and Homeland Security Emergency Response Integration Plan](#) as a comprehensive guide of how APHIS responds to the entire range of agricultural health and homeland security emergencies. The guidance is presented as a modular package containing a base plan, appendices with the EMLC charter and annual operating plan, and a series of separate, stand-alone guides with more detailed emergency response policies, procedures, and standards.

Aligned with national response guidelines

APHIS follows national emergency response guidelines established in the National Incident Management System (NIMS) and the [National Response Framework](#) (NRF). APHIS' response is focused on supporting local needs, using three organizing principles: incident command structure, multi-agency coordination, and public information systems.

Incident Command

APHIS' six program operations units have each built strong national and international agricultural health networks of emergency response cooperators. Depending on the nature of the emergency, any of the APHIS program units could have a leadership role at the emergency incident site, working jointly with local cooperators in a unified command structure.

<i>Coordination Structure and Roles</i>	<p>Depending on the scope and evolution of the emergency, the APHIS program lead unit and local cooperators will need to involve others in the response. APHIS has several permanent structures in place to coordinate the delivery of outside resources and other support to the emergency incident sites:</p> <ul style="list-style-type: none"> • EMLC • APHIS' Office of Emergency Management and Homeland Security (OEMHS) • USDA's Marketing and Regulatory Programs Business Services (MRPBS) and its emergency division • APHIS' Veterinary Services and Plant Protection and Quarantine emergency programs staffs
<i>Preparedness</i>	<p>The <i>Integration Plan</i> delineates the roles and responsibilities of these permanent bodies, along with processes and infrastructure set up to respond appropriately to the entire range of emergency scenarios.</p> <p>The base plan also highlights the EMLC's priorities for laying the groundwork, so that APHIS is fully prepared to respond to any type of emergency. Emergency preparedness for APHIS involves:</p> <ul style="list-style-type: none"> • Response guidelines and plans readily available for responders • Personnel training and emergency position qualification standards • Equipment and supply standards • Test exercises • Mutual aid agreements • Publication management • Homeland security project development
<i>Resource Management</i>	<p>The base plan also focuses on a key EMLC goal: to ensure that incident command posts receive adequate personnel, equipment, supplies, and services to achieve response objectives. To accomplish this, the EMLC has adopted a total mobility policy, which calls for positioning resources to meet anticipated and existing incident needs, <i>regardless of geographic or organizational affiliation</i>. When competition for agricultural health resources occurs, the EMLC will establish national and regional priorities.</p>
<i>Information Management</i>	<p>The plan also sets priorities for information management systems needed for effective response. The EMLC's goal is for all entities involved in emergency response to have real-</p>

time access to key information about:

- Resource orders and status
- Task assignments and status
- Incident administrative and financial management
- Disease or pest status at incidents

EMLC Leadership

The last section of the base plan focuses on the EMLC's main mission: To ensure that the activities described in this plan result in an effective and efficient response to all types of emergencies. The additional complexity and scope of APHIS new emergency management assignments call for a pro-active management style in which the EMLC sets priorities and closely monitors progress toward accomplishing the objectives in the plan.

Chapter 1 Resources

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[See Appendix 1](#)

Chapter 2

ESF-11

Coordinator

Position

Objectives

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Chapter 2 Resources

- [ESF-11 Overview – power point presentation from OEHMS](#)
- [Position Description: Regional Emergency Response Program Manager](#)
- Position Description: Emergency Program Specialist
- Position Description: ROSS Dispatch Coordinator

See [Appendix 1](#) for additional resources

Chapter 3

ESF-11

Capabilities and Activities

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USDA All-Hazard Emergency Response Activities

APHIS All-Hazard Emergency Response Activities

From APHIS Weekly Report August 28, 2007:

APHIS Supports Federal Emergency Management Agency's (FEMA's) Hurricane Dean Emergency Preparedness Efforts

From August 16–22, APHIS provided Emergency Support Function (ESF) #11 assistance to FEMA in preparation for Hurricane Dean's potential landfall in areas bordering the Caribbean Sea and Gulf of Mexico. Fourteen employees from various APHIS programs were deployed to FEMA's Region II Regional Response Coordination Center (RRCC) in New York, New York; Region VI RRCC in Denton, Texas; the joint field offices in Austin, Texas, and Baton Rouge, Louisiana; the Alamo Regional Unified Command in San Antonio, Texas; and FEMA's National Response Coordination Center in Washington, D.C. APHIS coordinated activities with its ESF #11 partners; provided animal care liaison services for pet evacuation and sheltering; and coordinated FEMA's use of Moore Airfield as a staging area for evacuation vehicles. APHIS' ESF #11 regional coordinators organized the deployment of the response teams. The APHIS Office of Emergency Management and Homeland Security (OEMHS) coordinated communications among APHIS personnel, the ESF #11 partners, and with USDA's Homeland Security Office.

[Veterinary Services Emergency Management](#)

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VS protects and improves the health, quality, and marketability of our nation's animals, animal products and veterinary biologics by preventing, controlling and/or eliminating animal diseases, and monitoring and promoting animal health and productivity.

VS has assisted in several all-hazard emergency responses including hurricanes, winter storms and tornados. The following Power Point presentations illustrate VS and APHIS' role in All-Hazard Response:

- [VS All hazard Response](#) (79 MB)
- [Louisiana AVIC talk on Katrina-Rita 2006](#) (48 MB)

[Plant Protection and
Quarantine
Emergency Management](#)

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PPQ safeguards agriculture and natural resources from the risks associated with the entry, establishment, or spread of animal and plant pests and noxious weeds to ensure an abundant, high-quality, and varied food supply.

*From PPQ highlights from the week of August 27, 2007
Hurricane Dean's Effect on Fruit Fly Parasitoids in the Caribbean*

Since August 17 to 19, when Hurricane Dean passed through the eastern Caribbean, APHIS has received reports of storm damage affecting cooperative fruit fly biocontrol study sites in Puerto Rico and Barbados. APHIS is working with cooperators on these islands to release and evaluate specific parasitoids to reduce fruit fly populations in commercial mango production areas. Study sites in western Puerto Rico were especially impacted, with significant fruit drop in approximately half of the study area. APHIS has yet to determine if the introduced parasitoids still remain at the impacted study sites.

PPQ personnel also assisted with the response following the hit of an F-5 tornado that struck Greensburg, KS on May 4, 2007.

[Wildlife Services](#)

WS provides Federal leadership and expertise to resolve wildlife conflicts and create a balance that allows people and wildlife to coexist peacefully.

Wildlife Services personnel assisted with rescue operations during the Hurricane Katrina response.



Rescuers riding in the streets looking for people.



People being rescued in a boat

Wildlife services personnel from New Jersey, Maryland, Pennsylvania, and Louisiana assisted with the cleanup after the [ATHOS 1](#) oil spill on the Delaware river in November, 2004 and the [Bayou Perot oil spill](#) in Bayou Perot, LA in January, 2007.



An extremely oiled goose is being cleaned (ATHOS 1)



An oiled dolphin (Bayou Perot)

[Animal Care](#)

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APHIS provides leadership for determining standards of humane care and treatment of animals. APHIS implements those standards and achieves compliance through inspection, education, and cooperative efforts.

PETS Act

The '[Pets Evacuation and Transportation Standards Act of 2006](#)' (pdf) requires that cities and states, in order to qualify for FEMA funding, include how they will accommodate households with pets or service animals when submitting their plans to FEMA. More information on the PETS Act can be found at http://frwebgate.access.gpo.gov/cgi-bin/getdoc.cgi?dbname=109_cong_public_laws&docid=f:publ308.109.pdf.

Summer 2007 - Hurricane Dean

In order to support the pet evacuation and sheltering issue, FEMA requested that APHIS provide technical expertise at the RRCC and all warm JFOs in Region VI. Animal Care therefore provided staffing at the RRCC in Denton, TX, as well as JFOs in San Antonio, Austin, and Baton Rouge.

Summer 2006 - Louisiana

In the summer of 2006, AC provided 2 employees for 90 days to help the State of Louisiana set up their pet evacuation and response plan. AC evaluated a variety of shelters, veterinary hospitals and other facilities. AC also helped the state evaluate and locate animal transportation options, and participated in 2 exercises that helped the state develop its parish pickup points.

September 2005 - Hurricane Katrina and

The Tulane Medical Center in New Orleans suffered serious damage after Hurricane Katrina made landfall in September,

Rita 2005. When the facility was evacuated on September 2, the staff had no other option than to humanely euthanize the laboratory's rabbits, pigs, and cats. Despite these losses, AC helped coordinate the transfer of 260 cages of irreplaceable transgenic mice and rats from the medical center to Tulane University's Covington facility.



Dolphin rescue after Hurricane Katrina

AC personnel also helped rescue several dolphins that were swept from their aquarium home into the Gulf of Mexico by Hurricane Katrina.

Purpose built vehicles with climate controls for ventilation and temperature are the best means to transport large numbers of household pets in a disaster. Unfortunately, there are not enough purpose built vehicles available to transport the estimate number of pets belonging to people with critical transportation needs in New Orleans and the southern most Louisiana Parishes.

Carbondioxide
monitoring study

The Louisiana State Animal Response Team (LSART) held an exercise of their emergency management plan for companion animals at the Calcasieu Parish Animal Services on August 16-17, 2007. USDA/APHIS Animal Care in collaboration with the Center for Disease Control and Prevention (CDC), Public Health Service (PHS), Louisiana State University

(LSU) College of Veterinary Medicine, CDC, National Institute of Occupational Health and Safety (NIOSH), and Muttsack Animal Rescue participated in a study to monitor Carbon Dioxide levels in a 53' refrigerated animal transport truck used in the exercise.



Measuring CO2 levels in an animal transport truck in LA.

IES investigates violations of:

[Investigative and Enforcement Services](#)

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- The Animal Welfare Act and the Horse Protection Act;
- Agricultural import rules that prevent the introduction of exotic plant and animal pests and diseases into the United States;
- Rules pertaining to exports of agricultural products from the United States;
- Quarantine rules that restrict the interstate movement of certain animals, plants, and agricultural products;
- Standards that control the quality of veterinary biological products;
- Sanitary standards for garbage and food that is fed to swine;
- Standards for accredited veterinarians working in Federal/State cooperative programs.
- Unauthorized release of genetically engineered organisms.

[FSIS All-Hazards Emergency Response Activities](#)

FSIS worked with other Federal agencies to develop the Food and Agriculture Incident Annex to the National Response Plan (NRP). That Annex outlines the food sector's plan to respond

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to emergencies. FSIS is responsible for Emergency Support Function 11 (ESF-11) designated in the NRP. Pursuant to this plan, FSIS is responsible for ensuring the safety and security of the food supply in the event of a national incident by assisting State and local authorities in their response to such an incident. According to ESF-11, FSIS has the following functions:

- Assess whether meat, poultry, and egg product processors, distributors and importers in an affected area are able to provide safe and secure food.
- Work with Federal, State and local authorities, as well as industry, to conduct tracing, recall and control of adulterated products, including disposal of contaminated products.
- Provide Geographic Information Systems mapping capacity for meat, poultry and egg product facilities regulated by FSIS to assist local authorities to establish food control zones to protect public health.

Source: FSIS Food Defense and Emergency Response website at http://www.fsis.usda.gov/Food_Defense_&_Emergency_Response/Response/index.asp.

These photos are from Little Rock Air Force Base and were taken during the Hurricane Katrina and Rita response. The USDA Import inspectors performed inspections of foreign foods that were shipped to the U.S. after Hurricane Katrina and Rita. The inspectors were making sure that imported foods met all federal requirements. The Air Force base at Little Rock, AR was set up as a receiving point for imported foods that were sent by foreign countries.



Israeli plane delivering supplies after Hurricane Katrina



FSIS personnel inspecting supplies



MREs waiting to be inspected

[*FNS All-Hazard
Emergency Response
Activities*](#)

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The Food and Nutrition Service (FNS) coordinates with State, local and voluntary organizations to:

- Provide food for shelters and other mass feeding sites.
- Distribute food packages directly to households in need in limited situations.
- Issue emergency food stamp benefits.

As part of the National Response Plan, FNS supplies food to disaster relief organizations such as the Red Cross and the Salvation Army for mass feeding or household distribution. State agencies notify USDA of the types and quantities of food that relief organizations need for emergency feeding operations. FNS also authorizes States to operate a Disaster Food Stamp Program.

Source: FNS Disaster Relief website at <http://www.fns.usda.gov/disasters/disaster.htm>.

[DOI All-Hazard
Emergency Response
Activities](#)

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USGS (National Wildlife Health Center) has the department's lead for the portion of ESF #11 involving animal and plant disease. USGS has performed water quality sampling to assist FEMA and local officials. OEPC has the federal lead for the portion of ESF #11 involving Protection of Natural and Cultural Resources and Historic Properties (NCH). A total of 62 personnel have been deployed in response to Hurricane Katrina under 6 Mission Assignments with a reimbursable ceiling of \$1,096,620. Personnel still deployed are one from the Advisory Council on Historic Preservation, 3 from NPS, and one from USDA. Accomplishments include: preservation assistance to numerous museums and collections; historic preservation surveys; technical preservation assistance; Geographic Information Systems (GIS) support for historic preservation; archeological site surveys, threatened and endangered species consultations, and wetlands surveys associated with installation of temporary facilities (e.g., housing), demolitions, and removal of non-hazardous debris; outreach and consultation with Tribes; assistance in compliance with the National Environmental Policy Act and the National Historic Preservation Act for projects funded by FEMA; and guidance on best practices in surveying impacted cultural resources.

Source: DOI's Emergency Management website: <http://www.doi.gov/emergency/index.html> and USGS Emergency Management website: <http://www.usgs.gov/emergency/>.

*Additional slide
presentations describing
ESF-11 Activities*

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[Katrina ICS \(46 MB\)](#)
[Lessons Learned from Katrina](#)

Chapter 4

ESF-11

Activation

Resources

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Lessons Learned from Hurricane Dean

At the end of August, 2007, two conference calls were held to gather information from the team members that actively participated in the Hurricane Dean ESF-11 activation. Some of the main items discussed are summarized below.

In general things worked well at the JFOs, RRCCs and NRCC. Concerns that the ESF-11 desk is not being utilized were brought up. This is an issue that will be worked out through time as the ESF-11 presence is noticed and acknowledged, and as the ESF-11 partners become increasingly experienced and competent at running the desks. There are tools and resources available for the RRCC and JFO staff at the HSIN website. Among these resources are pre-scripted Mission Assignment forms that simplify the Mission Assignment process significantly. These forms could have been utilized more than they were during the Hurricane Dean activation. To improve the effectiveness of the ESF-11 desk staff, training is needed on situation report writing, use of HSIN, and general RRCC and JFO operations. This training is under development. In addition, regional desk guides will be developed as the Regional ESF-11 Coordinators are hired for each FEMA region. A draft Media Guidance document is available. In short, this document directs the ESF-11 desk not to talk to media directly. Any statements or information shared with the media should go through LPA.

[Lessons Learned - Regional call notes \(pdf\)](#)

[Lessons Learned – National call notes \(pdf\)](#)

What is HSIN (from Chapter I in the [HSIN User Manual](#))

HSIN

HSIN is a web-based encrypted network providing for delivery of real-time interactive information exchange among FEMA and its Partners. This is accomplished by using the various HSIN tools. These application tools include:

- A. A document sharing and storage application for posting documents and files of all types (HSIN)
- B. An instant messaging tool (Jabber)
- C. A 'request for information' tool (RFI)

- D. An Incident Report generator template
- E. A common operating database and software interface known as the Common Operational Picture (COP) exist as an application on HSIN to provide the National Operations Center (NOC) and other organizations real-time, accurate and expedient situational awareness

HSIN is currently operational in all 50 states, the District of Columbia, the five U.S. Territories, 53 major urban areas, throughout FEMA and the 15 Emergency Support Functions (ESF), and each Federal Emergency Operating Center (EOC). It is also operational in 4 foreign countries (England, Canada, Australia and New Zealand). HSIN is available to and used by public officials who need information to carry out specific incident management responsibilities.

For the purpose of this document, in the remainder of this document, HISN will refer to the documentation sharing and storage application unless otherwise noted.

NOTE: No additional hardware or software is necessary for using HSIN.

Pre-scripted Mission Assignments **Pre-scripted Mission Assignments** (PSMAs) are located on the [HSIN](#) network in the ESF Central community under Info/ Doc Sharing in the 2007 - OPERATING DRAFT – PSMAs folder.

Chapter 4 Resources

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1. [APHIS All-Hazards Internal Communications plan \(12/13/2006\)](#)
2. [ESF-11 Activation SOP – USDA](#)
3. [ESF-11 Activation SOP – DOI \(NCH Resources\)](#)

Additional resources on the following topics can be found in [Appendix 1](#):

ESF-11

ESF-11 Contacts

NRCC Resources

JFO and RRCC Resources

Documentation Information

FEMA related resources

- Region VIII RISC Meeting 6/27/2007
- Region VIII RISC Meeting 8/29/2007

Updated Communications plans, contact lists, team schedules, position descriptions, etc. are located on [ESF-11 Portal on](#)

[HSIN](#) (password required).

HSIN

[FEMA HSIN User Manual](#)