



ESF 11 – Food and Water

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ESF 11 Tasked Agencies	
Primary Agency	Oregon Department of Human Services (ODHS)
Supporting Agencies	Oregon Department of Administrative Services (DAS) Oregon Department of Agriculture (ODA) Oregon Department of Corrections (DOC) Oregon Department of Education (ODE) Oregon Department of Environmental Quality (DEQ) Oregon Department of Forestry (ODF) Oregon Health Authority (OHA) Oregon Emergency Management (OEM) Oregon Housing and Community Services (OHCS) Oregon Military Department (OMD) Oregon Water Resources Department (WRD)
Adjunct Agencies	Oregon Food Bank

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 11 describes how the State of Oregon will identify food, water, and ice needs in the aftermath of a disaster or emergency; obtain these resources; and transport them to the impact 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.
- Assure the safety and security of the state's commercial food supply, including:
 - Inspection and verification of food safety aspects of slaughter and processing plants, products in distribution and retail sites
 - Laboratory analysis of food samples

- Control of products suspected to be adulterated
- Plant closures
- Field investigation

2 Situation and Assumptions

2.1 Situation

Oregon 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 will spoil.
- The heat of summer may exacerbate any existing issues as ambient air temperature will increase the rate of spoil and increase the need to use ice for other purposes.
- 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 a community's local supply if electricity is not available for three (3) 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.
- Quantity usage tables will provide the guidance on serving sizes provided. These tables will also help guide the forecasting of supply needs to provide resources to the community.

3 Roles and Responsibilities

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 11 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies with the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

3.1 Primary Agency

The primary agencies for ESF 11 are the Oregon Department of Agriculture as it relates to food and the Oregon Health Authority as it relates to water. ODA and OHA are jointly responsible for the following overarching coordination activities:

- Coordinate regular review and update of the ESF 11 annex with supporting agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 11 activities.
- Provide a representative to the State ECC, when requested, to support ESF 11 activities.
- Facilitate transition to recovery.

3.1.1 Oregon Department of Human Services

ODHS is the principal human services agency for the state including services for those Oregonians who are least able to help themselves. ODHS provides services for low-income Oregonians, seniors, persons with disabilities, and other populations with special needs. As the primary agency for ESF 6—Mass Care, ODHS is also already integral to many functions closely related to the provision of food and water. Key ESF 11 responsibilities for ODHS include:

- As a State Distributing Agency, coordinate provision of USDA Food and Nutrition Service (FNS) commodities (Supplemental Nutrition Assistance Program [SNAP]).

3.2 Supporting Agencies

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

3.2.1 Oregon Department of Administrative Services

DAS is the central administrative agency for the state and is a key partner in ensuring efficient delivery of state services including procurement of food and water resources. Key ESF 11 responsibilities for DAS include:

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- Assist with the management of donated food and water supplies, especially with regard to any warehouses which are needed to temporarily store donated food before they are delivered to end users.
- Maintain a list of potential suppliers of food and water resources.
- Coordinate purchasing of food and water resources.
- Facilitate use of state facilities, or facilitate lease of privately owned facilities, for food and water storage.

3.2.2 Oregon Department of Agriculture

ODA is responsible for ensuring food safety and providing consumer protection, protecting and promoting the state's agricultural system. Key ESF 11 responsibilities for ODA include:

Inspect all facets of the food processing and distribution system, except restaurants, to ensure that food is safe for distribution and consumption. This includes shellfish harvesting, dairy, retail grocers, bakeries, non-alcoholic beverages, custom meat, eggs, warehouses and food manufacturing.

- License and inspect food production, warehousing, and retail facilities.
- Assist in determining the location of supplies of food.
- Assist with information on food and food safety issues.

3.2.3 Oregon Department of Corrections

ODC is responsible for the state's correctional institutions including care and feeding of the prison population. Key ESF 11 responsibilities for ODC include:

- Mobilize resources and contracts to support mass feeding operations.

3.2.4 Oregon Department of Education

ODE is responsible for the state's K-12 education system. Key ESF 11 responsibilities for ODE include:

- As a State Distributing Agency, coordinate provision of USDA Food and Nutrition Service (FNS) commodities (School Lunch Program).

3.2.5 Oregon Department of Environmental Quality

DEQ is the regulatory agency whose job is to protect the quality of Oregon's environment including restoring the quality of the state's air, land, and water after a disaster. Key ESF 11 responsibilities for DEQ include:

- Conduct infrastructure protection activities for drinking water and water treatment agencies in the water sector; assists in determining the

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suitability for human drinking water and identification of hazards associated with potential to affect water.

3.2.6 Oregon Department of Forestry

ODF is responsible for protecting the state's forestlands and conserving forest resources. This includes fire management and the feeding of firefighter crews. Key ESF 11 responsibilities for ODF include:

- Mobilize resources and contracts to support mass feeding operations.
- Assist in transport of water (non-potable).

3.2.7 Oregon Health Authority

OHA is responsible for protecting the public health of all Oregonians and is responsible for the state's public health emergency preparedness programs. Key ESF 11 responsibilities for OHA include:

- Assist with information on food and food safety issues.
- Determine which foods are fit for human consumption and identify potential problems associated with contaminated foods.
- Coordinate provision of the Special Supplemental Nutrition Program for Women, Infants and Children (WIC).

3.2.8 Oregon Emergency Management

OEM is statutorily responsible for coordination of the state's emergency management program. Key ESF 11 responsibilities for OEM include:

- Provide a liaison, if needed, to assist in coordination of ESF 11 in the State ECC, and at a JFO, if applicable.

3.2.9 Oregon Housing and Community Services

OHCS is Oregon's housing finance agency and also administers federal and state antipoverty programs. Key ESF 11 responsibilities for OHCS include:

- As a State Distributing Agency, coordinate provision of USDA Food and Nutrition Service (FNS) commodities (Temporary Emergency Food Assistance Program).
- Request for federal food assistance to supplement and/or replace the USDA food distributed.

3.2.10 Oregon Military Department

OMD's purpose is to administer, house, equip and train the Oregon National Guard to support the Governor during unrest or natural disaster. Key ESF 11 responsibilities for OMD include:

- Assist with potable water transportation.
- Coordinate requests for military support to civilian authorities for temporary feeding activities.

3.2.11 Oregon Water Resources Department

WRD is responsible for assuring that sufficient and sustainable water supplies are available to meet current and future needs. Key ESF 11 responsibilities for WRD include:

- Maintain the Oregon Drought Plan and facilitate the Oregon Drought Council.
- Assess water availability statewide.
- Implement water conservation and curtailment actions.

3.3 Adjunct Agencies

Adjunct agencies are organizations that may not be part of state government but have direct role in the function.

3.3.1 Oregon Food Bank

The Oregon Food Bank is the hub of a statewide network of twenty regional food banks across Oregon and Clark County, Washington, distributing food through 935 nonprofit agencies. During a disaster they distribute food through this network to affected areas.

- Coordinate statewide distribution through regional food banks and hunger relief agencies.
- Distribute donated and USDA food from their warehouse and activates the Feeding America Network supply of donated food by making a direct request to them.

4 Concept of Operations

4.1 General

The State of Oregon Emergency Operations Plan, including ESF 11, is developed under the authority of Oregon Revised Statutes Chapter 401 which assigns responsibility for the emergency services system within the State of Oregon to the Governor (ORS 401.035). The Governor has delegated the responsibility for coordination of the state's emergency program, including coordination of recovery planning activities to the Oregon Military Department, Office of Emergency Management (OEM; ORS 401.052). OEM, in turn, has assigned responsibility for coordination of the implementation of ESF 11 to the primary and supporting agencies identified above.

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All ESF 11 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.

4.2 Activation

When a disaster occurs, the OEM Executive Duty Officer may, based on the size and complexity of the situation, activate the State ECC and assume the role of ECC Manager. The ECC Manager will establish communications with leadership and gather situational information to determine an ECC staffing plan and set up operational periods. If the incident requires significant coordination of food and water activities, the ECC Manager may activate ESF 11. ESF 11 will report to the ECC Manager or the Operations Section Chief (Human Services) if activated. Upon ESF activation, notification will be made to the ESF primary agency, ODA (food) and OHA (water). ODA and OHA will coordinate with supporting agencies to assess and report current capabilities to the ECC and activate Agency Operations Centers as appropriate. Primary and supporting agencies may be requested to send a representative to staff the ECC and facilitate ESF 11 activities.

4.3 ECC Operations

When ESF 11 is staffed in the ECC, the ESF representative will be responsible for the following:

- Serve as a liaison with supporting agencies and food and water suppliers.
- Provide a primary entry point for situational information related to food and water.
- Share situation status updates related to food and water with ESF 5, Information and Planning, to inform development of the Situation Report.
- Participate in, and provide ESF-specific reports for, ECC briefings including Disaster Cabinet and Economic Recovery briefings.
- Assist in development and communication of ESF 11 mission assignments to tasked agencies.
- Monitor ongoing ESF 11 mission assignments.
- Share ESF 11 information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 18 staffing to ensure the function can be staffed across operational periods.

4.4 Coordination with Other ESFs

ESF 11 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support food- and water-related activities:

- **ESF 1 – Transportation.** Assist in transportation of food and water supplies to impacted areas, including air support.
- **ESF 3 – Public Works.** Coordinate repair and restoration of the state’s drinking water system.
- **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.
- **ESF 8 – Health and Medical.** Ensure proper procedures are in place to ensure food safety.
- **ESF 15 – Volunteers and Donations.** Coordinate donated food and water supplies.
- **ESF 17 – Agriculture and Animal Protection.** Ensure the security of the state’s food system.
- **ESF 18 – Business and Industry.** Coordinate with private sector partners to support ESF 11 activities.

4.5 Transition to Recovery

Intermediate- and long-term recovery activities are guided by the State of Oregon Recovery Plan. In the event of a large-scale or catastrophic incident, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to facilitate state recovery activities and the longer-term aspects of food and water coordination may be tasked to State Recovery Functions (SRF) 3, Health Services, SRF 4, Social Services, and SRF 7, Natural and Cultural Resources. The coordinating agency for SRF 3 is OHA, the coordinating agency for SRF 4 is DHS, and the coordinating agency for SRF 7 is DEQ. The SDRC and the State Coordinating Officer (SCO) are responsible for agreeing on the timing of transition from response (ESF 11) to recovery (SRF 3, 4 and 7).

See the Oregon State Recovery Plan for additional information.

5 Supporting Documents

6 Appendices

- Appendix A ESF 11 Resources

Appendix A ESF 11 Resources

State

- State of Oregon Emergency Operations Plan
 - ESF 6 – Mass Care
 - ESF 17 – Agriculture and Animal Protection
- State of Oregon Recovery Plan
 - SRF 3 – Health Services
 - SRF 4 – Social Services

Federal

- National Response Framework
 - ESF 6 – Mass Care, Emergency Assistance, Temporary Housing and Human Services