

URBAN SEARCH AND RESCUE ANNEX

EMERGENCY SUPPORT FUNCTION #9

I. INTRODUCTION

A. Purpose

The purpose of this ESF is to provide for the application of Federal response capabilities and resources for urban search and rescue (USR) assistance following a catastrophic earthquake.

B. Scope

This ESF involves coordination of Federal assets to assist State and local officials in operations to rescue urban disaster victims. Specific responsibilities associated with this ESF are:

- (1) Assisting in identifying and providing Federal resources necessary for USR;
- (2) Coordinating use of Federal organizations to obtain, through contract or purchase, equipment and supplies;
- (3) Providing specialized equipment and operators under the control of Federal organizations at the time of the disaster;
- (4) Coordinating transportation of USR technicians, equipment, and supplies; and
- (5) Coordinating use of Federal aircraft for USR.

II. POLICIES

A. Federal USR personnel and facilities will be provided to assist State and local agencies with their USR responsibilities.

B. The US Army, as Department of Defense Executive Agent for Disaster Relief, will assume responsibility for planning, coordinating, and managing Federal USR response upon implementation of this plan.

III. SITUATION

A. Disaster Condition

A catastrophic earthquake will cause emergency conditions that vary widely in scope, urgency, and degree of devastation. Substantial numbers of persons, located in remote as well as urban areas, could be in

life-threatening situations requiring immediate rescue and medical care. Rescue personnel will encounter extensive damage to buildings, roadways, public works, communications, and utilities. Aftershocks and secondary events and effects such as fires, tsunami, landslides, flooding, and release of hazardous material will compound problems and may threaten both survivors and rescue personnel.

B. Planning Assumptions

1. All Federal agencies will provide immediate lifesaving response as soon as the event occurs.

2. Federal USR operations will be taken in accordance with policies and priorities established by State and local governments.

3. All State and local search and rescue organizations will be committed immediately but will be unable to respond to all requirements.

4. Large numbers of local residents and workers will be available for USR operations.

5. Specialized equipment and search teams will be available.

6. Access to damaged areas will be restricted; initially, some sites will be accessible only to aviation and maritime assets.

7. Aftershocks and secondary events and effects will threaten survivors and rescue personnel.

8. Significant numbers of people will be unaccounted for in locations away from their home or normal place of work.

9. Communications will be disrupted, requiring the use of Department of Defense (DOD) tactical assets in USR operations; connectivity problems with State and local USR organizations will occur.

10. Medical systems will be in place to provide initial local treatment to casualties.

11. Planning for commitment of USR assets will begin at all Federal agencies immediately upon notification.

IV. CONCEPT OF OPERATIONS

A. General

Upon notification of a catastrophic earthquake, DOD will establish the national ESF #9 Crisis Response Cell (CRC) in the Army Operations Center, Pentagon. All support agencies will be notified and tasked to provide 24-hour representation. US Army Forces Command (FORSCOM) will

establish a regional ESF in the disaster area through the supporting Continental US Army (CONUSA). Based on national policy decisions, requests from State officials, and anticipated requirements identified by Federal agencies, ESF #9 CRC will coordinate the overall Federal USR response. Support agencies such as the Corps of Engineers, General Services Administration, and Departments of Interior (DOI) and Labor will be tasked to evaluate verified requirements to determine resources available under standing authorities or existing contracts and agreements. Transportation of resources dedicated to response efforts will be coordinated through commercial companies or agencies owning or controlling aircraft, such as the Department of Interior and US Air Force. Operational requirements and requests will be tasked to the lowest level with the necessary planning and supervisory capability; this will normally be the regional ESF. Coordination of national and international civilian resources, such as search dog teams and specialized equipment and operators, will be coordinated initially at the national ESF #9 CRC and then passed to the regional level. ESF #9 CRC will remain fully operational until released by the Director of Military Support (DOMS); after that, all agencies will be subject to his/her recall.

B. Organization

1. National-Level Response Support Structure

a. The ESF #9 primary agency is DOD. The Department of the Army is the DOD Executive Agent for Disaster Relief and, as such, is responsible for control of the ESF.

b. The DOMS, Office of the Deputy Chief Staff for Operations and Plans, is the Headquarters, Department of the Army (HQDA) action agent for USR as outlined in this plan.

c. The primary DOD representative on the ESF #9 CRC will be the Chief, Military Support Division, DOMS.

d. The Department of Transportation, proponent of the National Search and Rescue Plan through the US Coast Guard, and the US Air Force (Department of Defense Executive Agent for Search and Rescue) will provide representatives to the ESF #9 CRC.

e. Other supporting Federal agencies may be tasked to provide representation to ESF #9, based on regional requirements.

2. Regional-Level Response Structure

a. The supporting CONUSA will establish a regional ESF #9 at the appropriate FEMA region as the USR staff agency for the FCO.

b. The regional ESF will take directions and taskings from and report to the FCO; requirements from ESF #9 CRC will be fulfilled if possible. The regional ESF will provide information to ESF #9 CRC as directed.

C. Notification

1. FEMA will notify DOD of implementation of the Plan; DOD, through the National Military Command Center, will notify the Army Operations Center (AOC). The AOC will execute the appropriate internal notification plan.

2. Upon notification of the ESF #9 leadership, member agencies will be notified by the AOC.

3. The AOC will notify FORSCOM, which will notify the appropriate CONUSA. Once notification is made by FORSCOM, direct communications with the supporting CONUSA will be established by HQDA.

D. Response Actions

1. Initial Actions

a. Convene ESF #9 CRC in the AOC.

b. Determine status of disaster declaration and requests for assistance from affected States.

c. Request immediate reports on extent and types of damage to buildings and trapped casualties from regional ESF and supporting agencies. Report information to ESF #3, as appropriate.

d. Request operational status of State and local search and rescue capabilities.

e. Request report on immediate lifesaving support being provided by supporting Federal agencies, including Military Services.

f. Determine status of communications with regional ESF. Request status of communications within the disaster region from ESF #2.

g. Request status of transportation systems into and within disaster region from ESF #1.

h. Assist as required in establishing the regional ESF #9.

2. Continuing Actions--National ESF

a. Maintain status of USR operations and provide information to FEMA national as required. Included are:

- (1) State capabilities and commitments,
- (2) Federal resources committed,
- (3) National and international civilian resources committed,
- (4) Pending requests for assistance, and
- (5) Status of communications and transportation.

b. Coordinate requests for resources or assistance from the regional ESF.

c. Maintain communications with the regional ESF.

d. Provide guidance, particularly regarding changed requirements, to supporting agencies and regional ESF as required.

e. Disseminate information obtained from FEMA national, other ESF, and supporting agencies as required.

f. Serve as focal point for requests from national and international civilian service organizations to provide assistance.

3. Continuing Actions--Regional ESF

a. Maintain communications with the FCO, CONUSA, and national ESF #9 CRC.

b. Coordinate with State officials to determine operational capabilities and requirements of State USR organizations.

c. Coordinate with State officials to ensure priorities for committed Federal resources are current.

d. Coordinate with FCO and State agencies to determine requirements for Federal support.

e. Task Federal agencies to provide available assets as required; submit unfulfilled requirements to national ESF #9 CRC.

f. Make recommendations to the FCO and State officials on the employment of Federal assets.

g. Monitor use of Federal assets and report as required to the FCO and national ESF.

h. Maintain oversight of national and international service organization activities.

i. Identify and request required support for committed Federal USR assets.

j. Provide damage and casualty information to the Damage Information ESF as such information becomes available.

V. RESPONSIBILITIES

A. Primary Agency: Department of Defense

1. Exercise overall responsibility for organizing and coordinating Federal USR response operations in support of State and local officials.

2. Designate the appropriate CONUSA to head the regional ESF.

3. Provide personnel, facilities, equipment, and supplies required at national and regional level to coordinate, plan, and manage Federal responsibilities.

4. Be prepared to commit Service assets, including troops and equipment, for USR operations once directed.

5. Provide air transportation for movement of specialized teams to the disaster area.

B. Support Agencies

1. Department of Agriculture

Provide available aircraft, off-road vehicles, equipment, materials, personnel, and operators, as directed.

2. Department of Health and Human Services

a. Assist in planning, managing, and coordinating immediate medical treatment for rescued disaster victims and temporary storage of the deceased.

b. Provide assistance and advice on public worker safety issues.

3. Department of the Interior

a. Conduct USR operations on lands and waters administered by DOI.

b. Provide overall coordination for commitment of national and international service organizations, such as search dog teams.

4. Department of Labor

Provide specialized equipment and operators, as directed.

5. Department of Transportation

a. Provide traffic management, flight service, and aeronautical communications support for USR activities.

b. Coordinate designation of restricted air space as required to facilitate rescue and evacuation operations.

c. Conduct maritime search and rescue operations in accordance with standing authorities.

d. Provide a US Coast Guard representative to the ESF 9 CRC. Be prepared to provide representation to the regional ESF.

6. Federal Emergency Management Agency

Assist as requested in planning, coordinating, and managing Federal USR actions.

7. General Services Administration

Provide supplies, equipment, and services as requested for conduct of USR operations.

8. Veterans Administration

Assist in planning, managing, and coordinating immediate medical treatment for rescued disaster victims and temporary disposition of the deceased.

VI. RESOURCE REQUIREMENTS

A. ESF Operational Resources

1. National ESF #9 CRC requires office space for approximately 30 personnel. Location will be determined by the DOMS, but will normally be in the AOC. Regional ESF will determine local requirements.

2. Maps in various scales will be required. Regional ESF will determine local map requirements based on area affected.

3. Communications requirements include commercial, Automatic Voice Network (AUTOVON), Automatic Digital Network (AUTODIN), and Federal Telecommunications System (FTS) systems.

4. Clerical and support personnel will be required.

B. Functional-Area Resources. All functional-area requirements will be at the regional level.

1. Personnel

a. Structural specialists, preferably those with a knowledge of buildings damaged or destroyed.

b. Construction equipment operators, particularly for lifting equipment.

c. Emergency medical personnel.

d. Local workers and residents.

2. Supplies and Equipment

a. Lifting construction equipment for rescue operators; all types of equipment for clearing roads into affected areas.

b. Bracing materials, such as timbers and lolly columns, for tunneling operations.

c. Large quantities of hand tools.

d. Any specialized equipment applicable for use in rescue operations.

3. Facilities

a. Warehouses to store and maintain equipment, vehicles, and supplies.

b. Staging areas for Federal personnel and equipment brought into the disaster area.

4. Communications

Within the region, communications requirements must be developed in conjunction with State, local, and ESF #2 regional planners to make use of available local resources. Plans should include HF, VHF, and UHF radios as well as commercial, AUTOVON, AUTODIN, and FTS telephone systems.

5. Transportation

a. Primary national requirement will be aircraft to transport specialized teams into the disaster area.

b. Specific needs in the disaster area will be determined based on the existing situation. Two specific requirements will be evacuation vehicles (either ambulances or commercial vehicles outfitted for evacuation) and heavy transport for construction equipment.

6. Other

Specialized teams and assets from civilian service organizations, providing assistance on a voluntary basis, will enhance USR operations.

VII. REFERENCES

A. Army Regulation 500-2, Search and Rescue (SAR) Operations, 15 January 1980.

B. Army Regulation 500-60, Disaster Relief, 1 August 1981.

C. National Search and Rescue Plan--1986.

HAZARDOUS MATERIALS ANNEX
EMERGENCY SUPPORT FUNCTION #10

I. INTRODUCTION

A. Purpose

The purpose of this ESF is to provide Federal support to State and local governments in response to a discharge of oil or release of hazardous substances (chemical and toxic) following a catastrophic earthquake.

B. Scope

This ESF provides for a coordinated response to discharges of oil or hazardous substance releases. It includes the appropriate defensive actions to prevent, minimize, or mitigate a threat to public health, welfare, or the environment. These actions may include stabilization of berms, dikes, or impoundments; capping of contaminated soils or sludges; use of chemicals and other materials to contain or retard the spread of the release or to mitigate its effects; drainage controls; fences, warning signs, or other security or site control precautions; removal of highly contaminated soils from drainage or other areas; removal of drums, barrels, tanks, or other bulk containers that contain hazardous substances; and other measures as deemed necessary.

This ESF establishes the division and specification of responsibilities among Federal agencies, and the national response organization that may be brought to bear in response actions, including description of the organizations, response personnel, and resources that are available. This ESF is applicable to all Federal departments and agencies with assets to support State and local response to oil discharges and hazardous substance releases. This ESF will adhere to the policy and procedures contained in the National Oil and Hazardous Substance Pollution Contingency Plan (NCP) (40 CFR 300). The NCP effectuates the response powers and responsibilities created by the Comprehensive Environmental Response, Compensation, and Liability Act, as amended, (CERCLA) and the authorities established by section 311 of the Clean Water Act, as amended, (CWA).

Radiological considerations are addressed in the Federal Radiological Emergency Response Plan (FRERP), which is not intended to be altered by this Plan. Those Federal agencies with responsibilities under the FRERP will determine the coordination mechanism between the FRERP and this Plan. Until final agreement on a mechanism is reached, information on radiological incidents handled under the FRERP will be coordinated through this ESF.

II. POLICIES

A. In accordance with the assignment of responsibilities in this annex, support agencies will provide resources and support to the Federal On-Scene Coordinator (OSC) in response to a release or threat of release of oil or hazardous substances.

B. When more than one Federal OSC is involved in implementing this ESF (e.g., due to multiple response actions), the EPA Regional Chairman of this ESF will maintain close coordination among all OSCs and assure that the FCO is kept informed of the OSCs' response activities.

III. SITUATION

A. Disaster Condition

A catastrophic earthquake could result in numerous situations in which oil and hazardous substances are released into the environment. Fixed facilities (e.g., chemical plants, tank farms, laboratories, operating hazardous waste sites, etc.) which produce, use, store, or dispose of hazardous materials could be damaged so severely that normal spill control apparatus becomes inoperable. Hazardous materials that are transported may be involved in rail accidents, highway collisions, or waterway mishaps. Abandoned hazardous waste sites could be damaged causing further degradation of holding ponds, tanks, and drums.

B. Planning Assumptions

1. States and localities will be overwhelmed by the extent of the response effort required to assess, mitigate, cleanup, and dispose of hazardous materials released into the environment.

2. There will be numerous incidents occurring simultaneously in separate locations both inland and along coastal waters.

3. Standard communications practices (telecommunication, radio, etc.) will be disrupted.

4. Response personnel, cleanup crews, and response equipment will have difficulty in reaching the site of an oil or hazardous substance release because of the damage sustained by the transportation infrastructure (roads, rails, bridges, etc.).

5. Laboratories responsible for oil and hazardous substances sample analysis will be damaged or destroyed.

6. Additional response/cleanup personnel and equipment will be needed to supplement existing capabilities.

7. Air transportation will be needed for damage reconnaissance and to transport personnel and equipment to the site of a release.

8. Emergency exemptions will be needed for disposal of contaminated material.

IV. CONCEPT OF OPERATIONS

A. General

This ESF will actively promote the efficient, coordinated, and effective response to discharges of oil or releases of hazardous substances into or threatening the environment. The ESF will follow the Federal response role as prescribed in the National Oil and Hazardous Substances Pollution Contingency Plan (NCP). The ESF will provide support for hazardous materials mitigation, cleanup, and disposal to supplement State and local emergency actions immediately following a catastrophic earthquake. The ESF will maintain close coordination with Federal, State, and local officials to establish priorities for hazardous substance response support. The ESF will coordinate with the Damage Information ESF to obtain information on the extent of hazardous substances discharges or releases into or threatening the environment. Support agency representatives to this ESF will maintain close coordination with designated representatives of their agencies (on both this ESF as well as other ESF) to obtain information on types of releases and critical response operations.

The ESF will identify and quantify requests for hazardous substances response assistance, and will evaluate State and local response capabilities. The ESF will establish and maintain close coordination with the DFO and other ESF through the response period. The ESF will document all activities to support after-action requirements and justify actions taken.

B. Organization

Figure 10-1 depicts the national and regional operations organizational structure of this ESF.

1. National-Level Response Support Structure

a. The Hazardous Materials ESF will operate under the direction of the Director, Preparedness Staff (DPS), Office of Solid Waste and Emergency Response, US Environmental Protection Agency (EPA).

b. The Chairman will represent the ESF in its dealings with the Catastrophic Disaster Response Group (CDRG) and will maintain liaison with the regional ESF Chairman.

c. The Chairman may consult with the National Response Team (NRT) for advice and assistance in carrying out activities under this

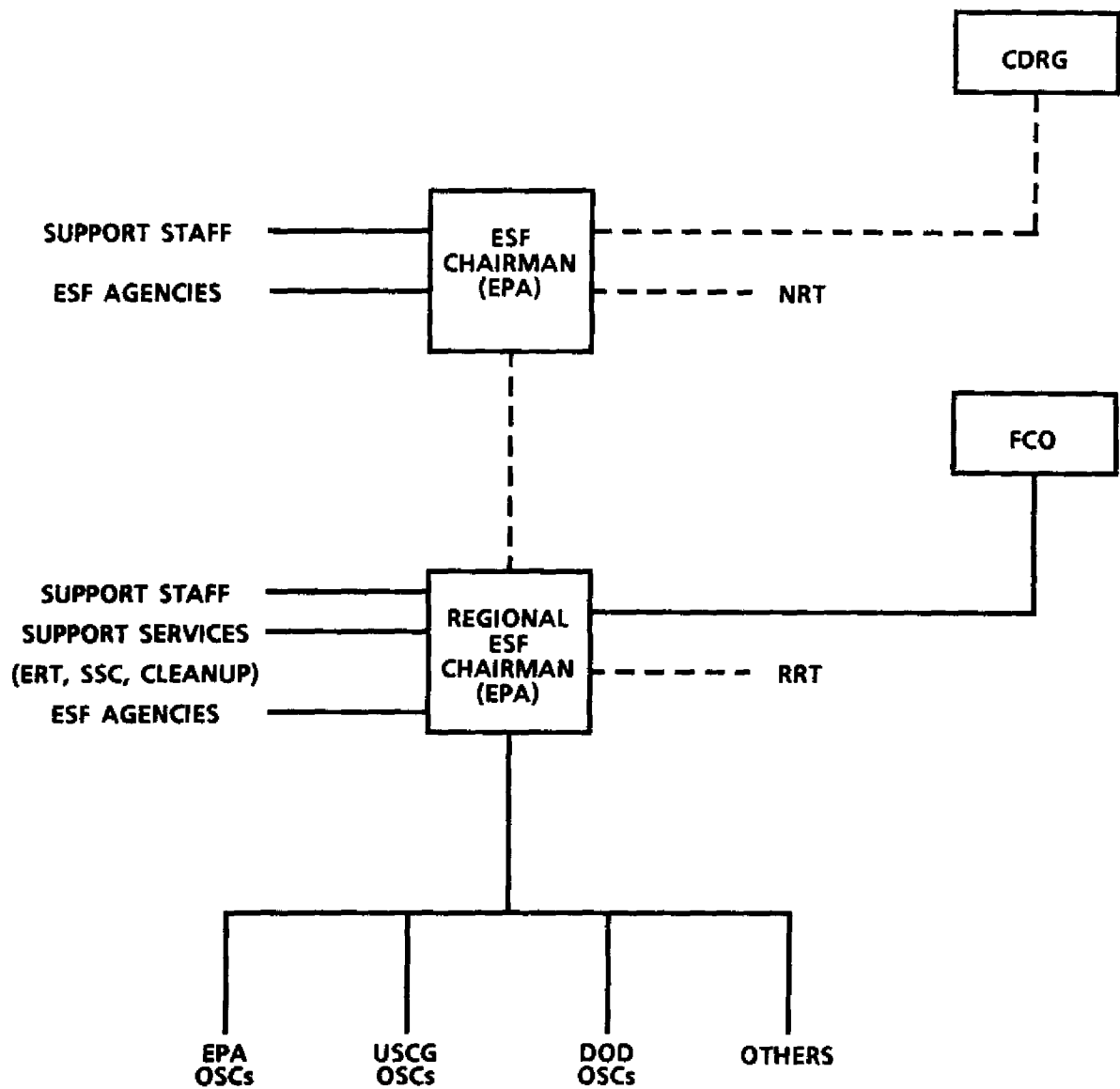


Figure 10.1. Hazardous Materials ESF Organizational Structure

ESF. The NRT is the primary vehicle for coordinating Federal agency activities under the NCP. The NRT carries out national oil and hazardous substance planning and response coordination and is responsible for the Federal oil and hazardous substance emergency response network. The team is composed of the thirteen Federal agencies (see Section V of this ESF) with major environmental and public health responsibilities.

d. The ESF operations location is the EPA Headquarters. ESF members will have representatives available immediately by phone on a 24-hour basis during the emergency response period. The ESF Chairman will determine, following an initial situation assessment, which agencies will be required to provide representatives to the ESF on a 24-hour basis (either by phone or in person) during the emergency response period. The Preparedness Staff office, EPA, will provide administrative support to this ESF.

2. Regional Level Response Structure

a. The EPA Regional Administrator will designate the Chairman of the regional ESF.

b. The ESF Regional Chairman will represent the ESF in its dealings with the FCO, maintain close coordination with the Chairman of the national ESF and with the predesignated OSCs, and determine the operations location of the regional ESF.

c. The regional-level ESF is comprised of the regional representatives of those Federal agencies listed in Section V of this ESF.

d. The regional ESF will report to the DFO on a 24-hour basis for the duration of the emergency response period. Regional ESF members will have representatives immediately available to support this ESF on a 24-hour basis by phone and, if requested, in person. The ESF regional Chairman will determine the necessary staffing of this ESF following an initial situation assessment.

e. The Regional Chairman of the ESF will be supported by predesignated Federal On-Scene Coordinators (OSC) provided by EPA for discharges and releases into or threatening the inland zone, the US Coast Guard for discharges or releases into or threatening navigable waters, or by the Department of Defense (DOD) for hazardous substance releases from DOD facilities and vessels.

f. The OSC directs oil and hazardous substance response efforts and coordinates all other Federal efforts at the scene of a discharge or release. Specific response efforts are included in Subparts E and F of the NCP and include actions taken as soon as possible to prevent, minimize, or mitigate a threat to public health, welfare, or the environment.

g. The OSC is supported by a Federal emergency response network that includes the NRT (see Section IV.B.1 above), Regional Response Teams (RRT) (regional representatives of the Federal agencies on the NRT plus representatives from each State), special Forces and Teams (e.g., National Strike Force, Environmental Response Team) which can provide technical assistance, advice, and other services, and additional support for cleanup and disposal of released material.

h. The OSC should consult regularly with the RRT in carrying out response activities and will keep the RRT informed of response actions.

i. The OSC efforts shall be coordinated with other appropriate Federal, State, local, or private response agencies. All OSCs involved in implementing this ESF shall maintain close coordination with the Regional Chairman of this ESF.

C. Notification

1. Upon occurrence of a potentially catastrophic event, FEMA will notify the Director, Preparedness Staff (DPS), Office of Solid Waste and Emergency Response.

2. Additionally, FEMA will notify the National Response Center (NRC) (800-424-8802 or in Washington, DC 202-267-2100).

3. The Chairman of this ESF will notify all other ESF members and the affected EPA Regional Offices by telephone.

4. Upon notification, all ESF members will notify their parent agencies, remain in 24-hour phone contact, and if requested by the ESF National or Regional Chairman, report in person to the ESF location.

D. Response Actions

1. Initial Actions

The national-level ESF will become operational within 2 hours of notification. The national ESF will conduct the actions discussed below while bringing the ESF to a fully operational status:

- (1) Upon notification of the occurrence of a potentially catastrophic earthquake, the head of the national ESF will activate the Federal oil and hazardous substance emergency response network and, if needed for radiological incidents, coordinate with appropriate Federal officials.
- (2) The head of the national ESF will proceed to FEMA Headquarters to participate in the CDRG.

- (3) The ESF members so requested will report to the location given them by the head of this ESF.
- (4) Upon arrival at the ESF location, the ESF members will provide assistance to the head of this ESF in carrying out responsibilities under this ESF. The assistance includes technical advice and information, marshalling of agency resources to commit to response actions, and other assistance as may be warranted.

The regional-level ESF will become operational upon notification from the head of the national ESF. Initial actions taken by the ESF include:

- (1) An assessment of the situation including the nature, amount, and locations of real or potential releases of hazardous materials; pathways to human and environmental exposure; probable direction and time of travel of the materials; potential impact on human health, welfare, safety, and the environment; types, availability, and location of response resources including OSC's (EPA, USCG, DOD), CFAO's, and SFO's technical support, and cleanup services (under FRERP); and priorities for protecting human health, welfare, and the environment.
- (2) Coordinate with ESF 5 to provide and obtain damage information.

2. Continuing Actions

Upon becoming fully operational and throughout the response period, the ESF will carry out the actions summarized below:

- (1) The ESF will direct continuing on-scene response operations as expressed in Section I-B of this ESF including stabilization of berms, dikes, or impoundments; capping of contaminated soils or sludges; use of chemicals and other materials to contain or retard the spread of the release or to mitigate its effects; drainage controls; fences, warning signs, or other security or site control precautions; removal of highly contaminated soils from drainage or other areas; removal of drums, barrels, tanks, or other bulk containers that contain hazardous materials;
- (2) All OSCs, CFAOs, and SFOs shall coordinate with the Regional head of this ESF;
- (3) All OSCs, CFAOs, and SFOs shall coordinate with appropriate Federal, State, local, and private response agencies;
- (4) The OSCs shall coordinate with the Co-Chairs of the RRTs; and,
- (5) The Regional head of this ESF will coordinate with all OSCs, CFAOs and SFOs, the FCO, and the national head of this ESF.

V. RESPONSIBILITIES

A. Primary Agency: Environmental Protection Agency

1. Coordinate, integrate, and manage the overall Federal effort to detect, identify, contain, cleanup, or dispose of or minimize releases of oil or hazardous substances, or prevent, mitigate, or minimize the threat of potential releases;

2. Maintain close coordination with the affected Regional Office, the CDRG, and the NRT;

3. Provide damage reports and assessments to support ESF #5 of this plan; and

4. Provide administrative, facilities, communications, and personnel support for the ESF.

B. Support Agencies

Each support agency will provide representatives to support both the national and regional ESF. Each of the Federal agencies listed in this section has duties established by statute, executive order, or Presidential directive which may be relevant to Federal response action following a discharge of oil or a release of a hazardous substance.

The following Federal agencies may be called upon during the planning or implementation of a response to provide assistance in their respective areas of expertise as indicated below and consistent with agency capabilities and legal authorities:

1. Department of Agriculture (USDA)

Provide predictions of the effects of pollutants on soil and their movements over and through soil.

2. Department of Commerce/National Oceanic and Atmospheric Administration

- a. Provide specific expertise on living marine resources;

- b. Coordinate scientific support for responses in coastal and marine areas including assessments of the hazards that may be involved;

- c. Predict pollutant movement and dispersion through use of trajectory modeling;

- d. Provide information on meteorological, hydrologic, ice, and oceanographic conditions for marine, coastal, and inland waters; and

e. Provide charts and maps for coastal and territorial waters and the Great Lakes.

3. Department of Defense

a. Direct response actions for releases of hazardous materials from its vessels and facilities; and

b. Provide personnel and equipment to other Federal organizations and State and local governments, as requested, if consistent with DOD operational requirements.

4. Department of Energy

Provide advice in identifying the source and extent of radioactive releases, and in the removal and disposal of radioactive contamination. For radiological incidents, support will be provided in accordance with the FRERP.

5. Department of Health and Human Services

a. Provide assistance on all matters related to the assessment of health hazards at a response, and protection of both response workers' and the public's health;

b. Determine whether illnesses, diseases or complaints may be attributable to exposure to a hazardous substance;

c. Establish disease/exposure registries and conduct appropriate testing; and

d. Develop, maintain, and provide information on the health effects of toxic substances.

6. Department of the Interior

Provide assistance and expertise in fish and wildlife species, geology and hydrology, earthquakes and other natural hazards, minerals, soil, vegetation, mining activities, identification of inorganic hazardous substances, biological and general natural resources, archaeology, and matters affecting Indian lands, National Parks, Wildlife Refuges, and Fish Hatcheries.

7. Department of Justice

Provide expert advice on legal questions arising from Federal agency response.

8. Department of Labor/Occupational Safety and Health Administration

Provide advice and technical assistance regarding hazards to persons involved in removal or control of releases. This assistance may include review of site safety plans, review of site work practices, assistance with exposure monitoring, and other questions about compliance with OSHA standards.

9. Department of Transportation/Research and Special Programs Administration

Provide expertise on all modes of transporting oil and hazardous substances, including information on the requirements for packaging, handling, and transporting regulated hazardous materials.

10. Department of Transportation/US Coast Guard

a. Provide the predesignated Federal On-Scene Coordinators for oil and hazardous substance events occurring within its areas of jurisdiction (coastal zones);

b. Offer expertise in domestic and international port safety and security, maritime law enforcement, ship navigation, and the manning, operation, and safety of vessels and marine facilities; and

c. Maintain continuously manned facilities which can be used for command, control, and surveillance of oil discharges and hazardous substance releases occurring in the coastal zone.

11. Department of State

Provide advice and assistance in coordinating an international response when a discharge or release crosses international boundaries or involves foreign flag vessels.

12. Federal Emergency Management Agency

Provide advice and assistance on emergency relocation and temporary housing.

13. Nuclear Regulatory Commission

Provide resources support in accordance with the FRERP for a release of radiological materials, and monitor the status of nuclear materials under its jurisdiction.

C. Other Agencies

Other Federal agencies also can be called upon to provide advice and assistance as needed.

VI. RESOURCE REQUIREMENTS

A. Assets Critical for Initial 12 Hours

The most critical requirements during the initial 12 hours will be personnel, communications systems, sampling/monitoring/detection equipment, and office facilities. The principal requirements will be:

- (1) Personnel including:
 - (a) One or more representatives of each ESF agency in phone contact (national and regional);
 - (b) Qualified personnel to proceed with initial actions of the ESF (national and regional);
 - (c) Qualified technicians to establish, maintain, and operate communications systems; and
 - (d) Clerical and administrative personnel at each ESF level.
- (2) Communications systems including:
 - (a) Dedicated voice communications systems connecting the EPA region with EPA Headquarters, and EPA Headquarters with FEMA Headquarters. These systems may be commercial telephone service, Federal Telecommunications System (FTS), radio, or other systems; and
 - (c) Intraregional voice communications systems connecting national, regional, State, and local officials involved in immediate response operations.
- (3) Sampling/monitoring/detection equipment to perform the initial actions of this ESF at the regional level.
- (4) Office facilities including office space, conference rooms, and clerical support for both the national and regional ESF for a 15-person staff on a 24-hour basis.

B. Assets Required for Continuing Operations

The assets required for the initial 12 hours also will be required for the remainder of the response period with requirements modified as follows.

1. Personnel requirements of this ESF in the field will increase after the initial assessments of oil and hazardous substances releases are completed. Teams of technical personnel including chemists, engineers, environmental scientists, etc. will be dispatched to the scene of each oil or hazardous substance incident to sample, monitor, and oversee cleanup operations. Cleanup personnel, trained in oil and hazardous substances response, will be needed at each site. Some incidents can be stabilized quickly, while others will take much longer. Following stabilization, containment and cleanup efforts may take weeks to complete.

2. Communications requirements will increase to include voice and message systems connecting all regional ESF personnel with each other, and with Headquarters staff. This ESF will need access to communications systems such as those maintained by FEMA, DOD, or others.

3. Headquarters facilities requirements for office and conference rooms may increase. Field requirements will include portable command posts, and temporary storage facilities for equipment and for drums and other overpacked materials awaiting disposal.

4. Field personnel and response equipment will need to be transported quickly to the scene of an incident, but may encounter problems due to disruptions in the roadway infrastructure. Rapid transport deployment requires the use of airplanes, helicopters, fire and high-speed power boats, as well as over-land vehicles that can function where the roadway infrastructure remains intact.

5. Headquarters and field office supplies will be needed for the duration of activities under this Plan.

6. Requirements for special equipment for field use include heavy equipment such as earth moving equipment, drum grapplers, etc.; containment equipment such as booms, berms, fences, pond liners, drum over-packs, etc; personal protective gear such as self-contained breathing apparatus, oil and chemical resistant outer clothing, safety boots, hard hats, etc.; and response equipment including oil and chemical sampling and monitoring equipment.

VII. REFERENCES

A. Comprehensive Environmental Response, Compensation, and Liability Act, as amended, (CERCLA), 42 U.S.C. 9601 ET. SEQ. (more popularly known as Superfund).

B. Clean Water Act, as amended, (CWA) 33 U.S.C. 1321.

C. National Oil and Hazardous Substances Pollution Contingency Plan (NCP) 40 CFR 300.

D. Executive Order 12580, Superfund Implementation.

VIII. TERMS AND DEFINITIONS

Comprehensive Environmental Response, Compensation, and Liability Act, as amended, (CERCLA). More popularly known as "Superfund", CERCLA was passed to provide the needed general authority for Federal and State governments to respond directly to hazardous substances incidents.

Environmental Response Team (ERT). Established by EPA, the ERT includes expertise in biology, chemistry, hydrology, geology, and engineering. The Team provides technical advice and assistance to the OSC for both planning and response to discharges and releases of oil and hazardous substances into or threatening the environment.

National Oil and Hazardous Substances Pollution Contingency Plan (NCP). The NCP (40 CFR 300) effectuates the response powers and capabilities of the CERCLA and Section 311 of the Clean Water Act. The Plan applies to all Federal agencies and provides for efficient, coordinated, and effective response to discharges and releases of oil and hazardous substances into or threatening the environment.

National Response Center (NRC). A national communications center for activities related to oil and hazardous substance response actions. The NRC, located at US Coast Guard headquarters in Washington, DC, receives and relays notices of oil and hazardous substances releases to the appropriate Federal On-Scene Coordinator. The 24-hour number is 800-424-8802, or in Washington, DC, 202-267-2100.

National Response Team (NRT). The NRT, composed of the 13 Federal agencies with major environmental and public health responsibilities, is the primary vehicle for coordinating Federal agency activities under the NCP. The Team carries out national planning and response coordination and is the head of a highly organized Federal oil and hazardous substance emergency response network. The Environmental Protection Agency serves as the NRT Chair (Director, Preparedness Staff Office), and the US Coast Guard serves as Vice Chair.

On-Scene Coordinator (OSC). The Federal official predesignated by the Environmental Protection Agency, or the US Coast Guard (depending upon the location of the incident), to coordinate and direct Federal responses under the NCP, or the Department of Defense (DOD) official designated to coordinate and direct hazardous substance removal actions from DOD vessels and facilities.

Regional Response Teams (RRTs). Regional counterparts to the National Response Team, the RRTs are made up of regional representatives of

the Federal agencies on the NRT, and representatives of each State within the region. The RRTs serve as planning and preparedness bodies before a response, and provide coordination and advice to the Federal OSC during response actions.

Scientific Support Coordinator (SSC). Under the direction of the OSC the SSCs provide scientific support for response operational decisions and for coordinating on-scene scientific activity.

FOOD ANNEX

EMERGENCY SUPPORT FUNCTION #11

I. INTRODUCTION

A. Purpose

The purpose of this ESF is to identify, secure, and arrange for the transportation of food supplies to affected areas following a catastrophic earthquake.

B. Scope

To accomplish this function, activities will be undertaken to identify food needs in the aftermath of a catastrophic earthquake; obtain through loan, donation, or direct acquisition the food supplies required; and arrange for transportation of food supplies to designated staging areas within the disaster area. Food supplies considered would include, but would not be limited to, those owned and held by the Federal Government. This ESF will also coordinate the movement of private donations and will take appropriate measures to match the kinds of food supplies available with the needs, as well as the limitations, identified within the affected areas.

II. POLICIES

A. This ESF will be implemented upon notification of occurrence of a potentially catastrophic earthquake.

B. Actions undertaken by this ESF will be guided by and coordinated with State and local disaster officials through this ESF.

C. Food supplies secured and delivered by this ESF will be suitable for either household distribution or congregate feedings.

D. Transportation and distribution of food supplies within the affected area will be arranged by Federal, State, local, and volunteer agencies.

E. This ESF will coordinate with, and support as appropriate, agencies responsible for ESF #6 involved in mass feeding.

F. This ESF will encourage the use of congregate feeding arrangements as the primary outlet for emergency food supplies.

G. Priority will be given to move critical supplies of food into areas of acute need and then to areas of moderate need.

III. SITUATION

A. Disaster Condition

A catastrophic earthquake will deprive substantial numbers of people of access to and/or the means to prepare food. In addition to substantial disruption to the commercial food supply and distribution network, a catastrophic earthquake may partially or totally destroy food products stored in the affected area.

B. Planning Assumptions

1. Orders to commence distribution of food will be given by radio or written communications, depending on circumstances, within 6 hours of the disaster.

2. Within the disaster area, the following conditions will exist.

a. Fifty percent of the consumable Commodity Credit Corporation (CCC) stocks will be destroyed; e.g., butter, cheese, and nonfat dry milk.

b. There will be only a 50 percent accessibility to usable food and food grains; e.g., honey, wheat, corn, oats, rice, etc., in their unprocessed form. These are consumable under dire circumstances.

c. Seventy-five percent of the water supply will be unusable, requiring juices or potable water supplies to be made available to the affected population.

d. There will be a near-total disruption of energy sources, e.g., electricity and gas. The only sources available will be oil for generators and propane tanks. Most commercial cold storage and freezer facilities will be inoperable.

3. In the fringes of the geographic areas affected, there will be schools and small institutions with large inventories estimated to be sufficient to feed up to 10,000 people for 3 days and supply their fluid needs for one day; i.e., a minimum of 1,800 calories and 3 gallons of liquid per day per person.

IV. CONCEPT OF OPERATIONS

A. General

Under the general coordination of the Food and Nutrition Service's (FNS') National Disaster Task Force, this ESF will operate under

existing US Department of Agriculture (USDA) authorities and regulations as well as Public Law 93-288 to provide emergency food supplies to designated disaster staging areas.

At all times, requests for food, including types, amounts and destination locations, will be processed through FNS' Regional Disaster Task Force. In turn, it is expected that the Regional Disaster Task Force will be the point of contact for all State initiated requests for food assistance.

After initial State food requests are forwarded to the ESF by the Regional Disaster Task Force, contact will be made with the Kansas City Commodity Office (KCCO) of the Agriculture Stabilization and Conservation Service. KCCO staff will be notified of initial requests and will be instructed to deal directly with FNS' Regional Disaster Task Force for all subsequent actions required to provide Government-owned or Government-procured food supplies to the disaster area. The ESF will reenter these operations only to resolve logistical issues or to obtain status reports on Regional Disaster Task Force efforts. The national ESF will serve largely to coordinate all requests for and offers of food and related logistical (transportation) assistance with the Regional Disaster Task Force.

During the first 72 hours following a notification of a catastrophic earthquake, this ESF will be staffed at least in FNS Headquarters and Regional Offices around the clock. After this time, continuation of 24-hour operations will be reconsidered by the head of this ESF.

B. Organization

1. National-Level Response Support Structure

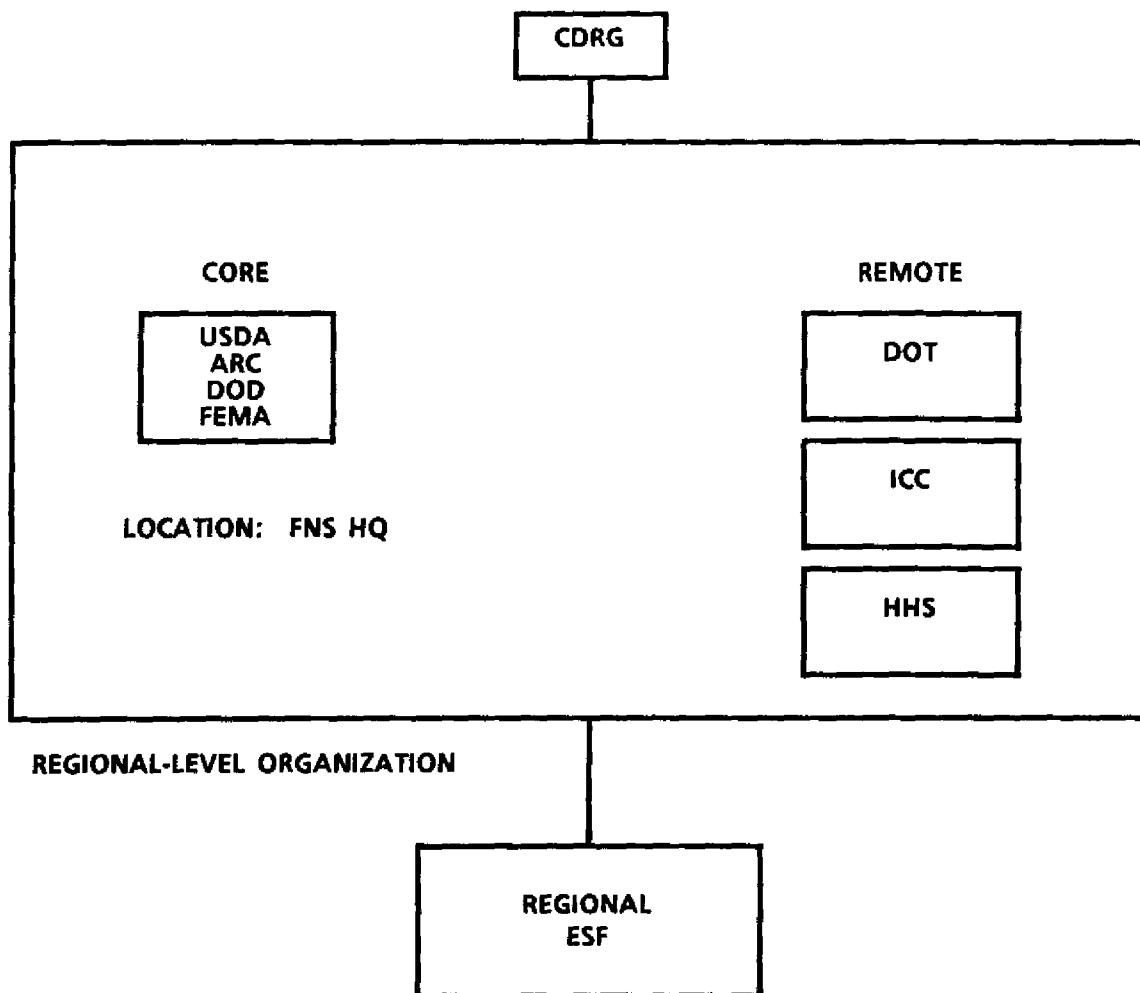
At the national level, FNS' Disaster Task Force will assume primary responsibility for all ESF activity. Each support agency will designate a liaison officer to be available on a 24-hour basis at a working location. For members designated as "core" in Figure 11-1, this location will be established at the FNS Office of Regional Operations. Members within FNS' headquarters facilities who are designated as "remote" will report to their usual working location and will have a representative on telephone standby, available upon request of the ESF, on a 24-hour basis for the duration of the emergency response period.

The official point of contact within the FNS Disaster Task Force for any matter pertaining to ESF #11 is the Director of Regional Operations, FNS, USDA.

2. Regional-Level Response Structure

a. The FNS Regional Administrator will appoint the head of the regional ESF and each FNS Regional Office will provide the ESF with administrative support.

NATIONAL-LEVEL ORGANIZATION



NOTE: ALL REQUESTS WILL BE DIRECTED TO THE CORE GROUP

Figure 11.1. Composition of the Food Emergency Support Function

b. The head of the regional ESF will represent the ESF in its dealings with the FCO and the head of the national ESF.

c. The core members of the regional ESF will have a representative present at the DFO on a 24-hour basis for the duration of the emergency response period. The remote members will have a representative immediately available by telephone on a 24-hour basis for the duration of the emergency response period. Representatives of remote members will be available to join the core agencies at the DFO upon request of the head of the regional ESF.

C. Notification

1. FEMA will notify USDA of implementation of the Plan. USDA then will notify FNS, Office of Regional Operations. Other ESF members, as well as their parent agencies, will be notified by FNS.

2. Upon notification, all members will report to their working locations. ESF members designated as "remote" in Figure 11-1 will call the ESF to verify their location. ESF members designated as "core" will report to FNS Headquarters.

D. Response Actions

1. Initial Actions

a. Determine the critical needs of the affected population in terms of numbers of people, their location, and usable food preparation facilities for aggregate feeding.

b. Catalog available resources of food, water, transportation, equipment, storage, and distribution facilities and be able to locate these resources geographically.

c. Evaluate the adequacy of available resources relative to need on a geographical basis.

d. Ensure that all identified food sources are fit for human consumption.

e. Coordinate shipment of public and private food donations to disaster area staging areas.

f. Initiate direct market procurement of critical food supplies not available from existing public or private inventories.

2. Continuing Actions

a. Expedite requests, if any, for emergency issuance of food stamps after access to commercial food channels has been restored.

b. Establish logistical links with organizations involved in long-term congregate feeding.

c. Establish need for and effect delivery of food products for infants and preschool children.

V. RESPONSIBILITIES

A. Primary Agency: United States Department of Agriculture

1. Determine the availability of federally owned foods, including those raw agricultural commodities (wheat, corn, oats, rice, etc.) that could be used for human consumption; assess damages to food supplies.

2. Conduct a special assessment of available liquids for drinking and place a high priority on moving those liquids to areas where they are needed.

3. Coordinate with State officials to determine food needs of the population in the impacted areas based on the following categories:

- (1) Acutely deficient,
- (2) Moderately deficient,
- (3) Self-sufficient, and
- (4) Surplus supplies.

4. At the discretion of the Secretary, approve emergency issuance of food stamps for up to 30 days to qualifying households within the designated area upon request of the State.

5. Make emergency food supplies available for take-home use in lieu of food stamps for qualifying households.

6. Provide damage information to the Damage Information ESF on a regular basis.

7. Develop a plan of operation that will ensure timely distribution of food in good condition to the proper location.

8. Ensure that the appropriate officials establish and maintain an information flow to the national-level ESF. These designees will ensure that food distribution requirements are known and accomplished.

B. Support Agencies

All agencies included in support roles are necessary to ensure all Federal sources of food are included, along with agencies necessary to ensure logistical support and determine that the food is not a health hazard.

1. Department of Defense

a. Assess the availability of Department of Defense (DOD) food supplies, potable water, and storage facilities capable of storing dry, chilled, and frozen food.

b. Assess the availability of DOD transportation equipment, material handling equipment, precooking facilities, and personnel for food preparation and support. This responsibility shall be confined to the posts, camps, and stations within or adjacent to the disaster area.

c. Arrange for the delivery and distribution of resources identified in B.1.a and b, to areas designated by the ESF.

2. Department of Health and Human Services

Determine which foods are fit for human consumption and identify potential problems of contaminated foods (e.g., radiation, chemical, bacterial, and viral).

3. Department of Transportation

a. Assess the availability of all modes of transportation (e.g., truck, rail, air, and sea) that are equipped to protect products cold or chilled, 32 degrees F to 50 degrees F; frozen, 32 degrees F or below.

b. Coordinate with the General Services Administration (GSA) in locating and arranging for scheduling of all modes of transportation required for the movement of emergency food supplies into and within the designated area.

4. American Red Cross

a. Identify and assess the requirements for food and distribution services on a two-phase basis: critical emergency needs immediately after the disaster, and longer-term sustained needs after the emergency phase is over.

b. Coordinate the food distribution efforts of other volunteer organizations.

5. Federal Emergency Management Agency

Provide information on State, local, and private sources of food.

6. Interstate Commerce Commission

Assist USDA in coordinating with the Department of Transportation as required, in providing Federally-arranged transportation to transport commodities from outside the designated area to support Federal agencies, volunteer agencies, and State and local entities.

VI. RESOURCE REQUIREMENTS

A. Transportation resources, including:

- (1) Truck and rail resources for the transportation of food, including refrigeration and cold storage capacity; and
- (2) Tank truck and rail resources for the transportation of potable water.

B. Food resources, including:

- (1) Food supplies in Federal, State, and local government owned storage facilities; and
- (2) Food supplies in commercially owned storage facilities that are available through donation and contribution.

VII. REFERENCES

- A. 7 CFR Part 250 Food Distribution Regulations.
- B. FNS Instruction 708-2, Emergency Food Assistance.
- C. FNS Instruction 708-5, Disruption of Commercial Channels of Food Distribution in Disaster Areas.
- D. FNS Instruction 708-6, Definition of Disaster Organizations.
- E. FNS Notice 86-43, FNS Disaster Task Forces.

VIII. TERMS AND DEFINITIONS

A. Commodity Credit Corporation (CCC)

The CCC's purpose is to stabilize and protect farm income, to assist in maintaining balanced and adequate supplies of agricultural commodities and products, and to facilitate the orderly distribution of

commodities. These purposes are accomplished in part by loan, purchase, and payment programs for various farm commodities. Commodities thus acquired are available for distribution to victims of natural and manmade disasters and emergencies.

B. FNS Disaster Task Force

The Food Security Act of 1985 (PL 99-198) requires the Secretary of Agriculture to establish a disaster task force to assist States in implementing and operating various disaster food programs. The FNS National Office Disaster Task Force coordinates the FNS' overall response to disasters. It is headed by the Director, Office of Regional Operations, and also includes the Deputy Administrators for Family Nutrition and Special Nutrition Programs; the Director, Office of Governmental Affairs and Public Information; and the disaster coordinator. When disasters occur, there is also a temporary position on the task force for the Regional Administrator or his/her designee for each region affected by a disaster. All or part of this task force may confer, depending on the scope of the disaster and the type of emergency assistance program requested or expected to be requested by the State agency. This task force assists in coordinating overall Food Stamp and Food Distribution Program disaster response activities and expedites approval of disaster designation requests and policy clarifications. It also maintains liaison with the National Office of FEMA.