



# **Emergency Support Function 11: Food and Agriculture**

## **County of Riverside**

### **Riverside County Operational Area (OA)**



2024 Update

County of Riverside  
Emergency Management Department

Portions of this document may contain sensitive information pertaining to the deployment, mobilization, and tactical operations of Riverside County in response to emergencies and disasters. Most of this plan is available for public review. Refer any request for a copy of this document to County of Riverside Emergency Management Department (EMD) at (951) 358-7100.



# Riverside County EOP Functional Emergency Support Function 11:

## *Food and Agriculture*

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# 1. Introduction

## 1.1 Coordinating and Supporting Departments

<b>Coordinating Departments</b>	Riverside University Health System-Public Health (RUHS-PH) and Department of Environmental Health (DEH)
<b>Supporting Departments</b>	Agricultural Commissioner’s Office, Animal Services, Co-op Extension, United States Department of Agriculture (USDA), University of California Riverside (UCR), Local Farms, Ranchers, Growers, CDFA, CDC

## 1.2 Overview of Department Responsibilities

Department	Responsibilities
<b>Agricultural Commissioner’s Office</b>	<p>Detect the event through the reporting of illness, disease/pest surveillance, routine testing, consumer complaints and/or environmental monitoring</p> <ul style="list-style-type: none"> <li>Determine the primary coordinating agency</li> <li>Assign responsibilities and incident-related priorities</li> <li>Determine the source of the incident or outbreak</li> <li>Control and contain the distribution of the affected source</li> <li>Monitor incident response and recovery actions</li> <li>Identify and protect the population at risk</li> <li>Assess public health, food, agriculture, and law enforcement implications</li> <li>Assess the extent of residual biological, chemical, or radiological contamination, then decontaminate and dispose as necessary</li> <li>Identify critical resource needs and monitor resource levels</li> <li>Collaborates and coordinate with appropriate federal counterparts</li> <li>Direct or assist in response actions including quarantine, surveillance, investigations, disposal and destruction</li> <li>Ensure that short-term recovery transitions into full recovery operations</li> </ul>
<b>Supporting Departments</b>	<p>Provide technical assistance and expertise in the investigation of contamination</p> <ul style="list-style-type: none"> <li>Assist in treatment and care of affected humans and animal life</li> <li>Analyze environmental impact</li> </ul>



	<ul style="list-style-type: none"><li>• Assist in quarantine and destruction of contaminated food and agriculture</li><li>• Participate in observation and surveillance of wildlife</li></ul>
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### 1.3 Purpose

The purpose of the Food and Agriculture Functional Emergency Support Function (ESF) is to define the actions and roles necessary to provide a coordinated response to a food or agriculture incident within or affecting the Riverside County Operational Area (OA). This ESF provides guidance to county agencies with a general concept of potential emergency assignments before, during, and following emergency situations as they relate to a food or agriculture-related incident. This ESF has been developed to ensure all agencies (local, state, and federal) and industry partners are aware of the roles and responsibilities of various agencies, various levels of government and the private sector in responding to these very specific incidents that may occur in the Riverside County OA.

### 1.4 Scope

The protocols outlined in this ESF apply to food, animal and plant incidents requiring a coordinated county response. These incidents may be naturally occurring, accidental, or intentional. Most incidents that require activation of this ESF will involve only a handful of agencies and will be resolved using existing agency authorities and resources. The complexity and scope of the incident will determine the levels of activation of emergency operations centers and other supporting facilities and systems. This ESF describes how we respond to incidents occurring in the food and agriculture sector.



## 2. Concept of Operations

### 2.1 General Concepts

The Food and Agriculture ESF describes processes and systems for coordinating the control and maintenance of the food and agriculture industry in response to contamination or natural disasters. A food and agriculture incident may threaten public health, animal nutrition, food production, aquaculture, livestock production, wildlife, soils, rangelands, and agricultural water supplies. Responding to the unique attributes of this type of incident requires separate planning considerations that are tailored to specific health and agriculture concerns and effects of the disease (e.g., deliberate contamination versus natural outbreaks, plant and animal versus processed food, etc.).

Detection of an intentional or unintentional contamination/adulteration of food, animals, plants, or a pest outbreak may occur in several different ways and involve several different modalities:

- A terrorist attack on food or agriculture may initially be indistinguishable from a naturally occurring event; moreover, depending upon the particular agent and associated symptoms, several days could pass before public health, food, agriculture and medical authorities even suspect that terrorism may be the cause. In such a case, criminal intent may not be apparent until sometime after illnesses are recognized.
- A devastating attack or the threat of an attack on the domestic animal population and plant crops through use of highly infective exotic disease or pest infestation could result in severe economic loss. Early detection, allowing for early intervention, would come from agriculture expert authority reports as well as unusual patterns in surveillance systems.
- A food or agricultural incident may involve international trade.

Local governments are primarily responsible for detecting and responding to food and agriculture incidents and implementing measures to minimize the health and economic consequences of such an incident or outbreak.

Participating state agencies may take appropriate independent emergency actions within the limits of their own statutory authority to protect the public, mitigate immediate hazards, and collect information concerning the emergency. This may require deploying assets before they are requested via normal State Emergency Operations Plan protocols.

If an agency becomes aware of an overt threat involving biological, chemical, or radiological agents or indications that instances of disease may not be the result of



natural causes, they should notify the Federal Bureau of Investigation (FBI). The FBI, in turn, immediately notifies the National Operations Center (NOC) and the National Counterterrorism Center.

This Concept of Operations outlines the following elements of the food and agriculture function:

- Food and Agriculture Operations
- Incident Identification
- Response Actions
- Assessment, control, and containment
- Recovery Operations
- Organization and Structure
- Notification and Activation
- Deactivation Procedures

## **2.2 Food and Agriculture Operations**

### **2.2.1 Incident Identification**

State or local authorities are likely to be among the first to recognize the initial indication of intentional or naturally occurring contamination of food, or highly infective plant or animal disease, or of an economically devastating plant pest infestation or animal disease. Recognition may come from a significantly increased number of people reporting ill to health care providers, increased reporting of sick animals to veterinarians or animal health officials, or numerous plant anomalies reported by local officials, agricultural extension agents, or the public. Other sources may include routine public/private laboratory surveillance, inspection reports, consumer complaint systems, and various hotlines. Therefore, the most critical information requirements are surveillance information, identification of the cause of the incident, a determination of whether the incident is intentional or naturally occurring, and the identification of the human or animal population and/or plants at risk.

For the purposes of this ESF an incident is defined by the severity of the threat and the need for additional resources to respond. The Riverside Agriculture Commissioner will initiate implementation of this ESF. The scope and severity index tool can be used to determine the level of implementation necessary to respond to various types of incidents and emergencies. These indexes include the following triggers:

- Confirmation of lab results indicating the need for an extraordinary response
- Clinical diagnosis of specific diseases of concern in humans or animals



- Known intentional act
- Occurrences in other states
- Media reports and rumors
- Severity of patient outcome
- Number of confirmed or suspected cases
- Results of initial interviews and case investigations
- Current intelligence
- Trace-forward or trace-backs indicate contamination, pests, or disease from which it came from or destined for the Riverside County OA

Food and agriculture incidents require a significant amount of interagency coordination. When an incident is first detected, and this ESF is implemented, the Riverside County OA Emergency Operations Center (EOC) should be activated to coordinate the initial response.

#### **2.2.1.1 Laboratory Testing**

Identification and confirmation of contaminated food or the environment, highly infective animals and plants, or an economically devastating plant pest infestation may occur through routine surveillance and laboratory testing.

Depending on the type of threat, samples are sent to a laboratory that tests the sample. There are chemical labs that test for such substances as pesticides and residues. There are seed labs, which audit package contents against package labels. There are petroleum products labs, which test samples of petroleum products for content and quality. There are also metrology labs, which is the state standard for weights and measures.

#### **2.2.2 Intentional Act of Food and Agriculture Tampering**

The first evidence of intentional act agent to contaminate the food or agriculture supply may be the presentation of disease in humans, animals, or plants. This could manifest either in clinical case reports to domestic or international public health or agriculture authorities or in unusual patterns of symptoms or encounters within domestic or international human and animal health and crop production surveillance systems.

Food and agriculture surveillance systems may detect the presence of a radiological, chemical, or biological agent and trigger directed environmental sampling and intensified human and animal surveillance to rule out or confirm a case. If a case is confirmed, then these systems may allow for mobilization of a public health, medical, and law enforcement response in advance of the appearance of the first human and/or animal cases, or quick response after the first human and/or animal cases are identified.

A food and agriculture incident may be distributed across multiple jurisdictions





simultaneously. Response to this incident could require the simultaneous management of multiple “incident sites” from national and regional headquarters locations in coordination with multiple state and local jurisdictions.

An act of food tampering or agro-terrorism, particularly an act directed against large sectors of the industry within the United States, will have major consequences that can overwhelm the capabilities of many state, tribal, and local governments to respond and may seriously challenge existing state response capabilities.

A food or agriculture incident may include biological, chemical, or radiological contaminants, which may require concurrent implementation of other state plans and procedures.

Food and agriculture incidents may not be immediately recognized as such until the biological, chemical, or radiological agent is detected or the effects of exposure on the public, animals, or plants are reported to appropriate authorities. No single entity possesses the authority, expertise, and resources to act unilaterally on the many complex issues that may arise in response to a food or agricultural incident.

### **2.2.3 Response Actions**

- Determine whether a criminal investigation into the incident is warranted, ensure proper authorities are notified
- Once activated, determine operational periods and develop incident action plans
- Incident action plans will be shared with appropriate stakeholders for the duration of the incident
- All outside resources will be requested

### **2.2.4 Assessment, Control and Containment**

- Implement surveillance and outbreak investigations to provide continuous monitoring of events
- Collect samples of products and conduct sample analysis
- Determine public health risks
- Request product recalls
- Conduct trace-backs and trace-forwards to determine the index case and extent of the outbreak
- Conduct disposal of contaminated materials to ensure effective recovery of the infrastructure impacted
- Conduct decontamination and disinfection
- Conduct evidence gathering for a criminal investigation
- Establish quarantine or embargos to mitigate the incident
- Establish movement controls of affected products



- Arrange for the provision of security at movement control areas, quarantined areas, and closed roads
- Provide public education on affected products
- Assess environmental contamination

### **2.2.5 Recovery Operations**

- Determine what continued surveillance is needed and the timeline for continued surveillance
- Determine the conditions under which recovery would be complete
- Remove movement controls on food, water, crops, and livestock when possible
- Restore essential food and animal production and retail services
- Track costs for reimbursement
- Respond to the media and communicate with the public to address concerns and/or rumors
- Conduct hazard evaluations to ensure safety of response teams and the public
- Establish a Recovery Team at the onset of an emergency to resolve long-term issues related to pre- and post-harvest food production impacted by the incident; encourage immediate business recovery and foster long-term economic recovery. This team will also evaluate economic implications and consequences
- Identify gaps and initiate repair of response plan

## **2.3 Food and Agriculture Organization and Structure**

### **2.3.1 Organization**

The Food and Agriculture function encompasses support from a variety of Riverside County departments and outside agencies to ensure that food and agricultural needs are addressed in a coordinated manner. The Food and Agriculture ESF is not designated within the OA EOC organization and is led by the County Agricultural Commissioner's Office during an incident requiring activation of the Food and Agriculture ESF. The Agriculture Commissioner or an agency representative would respond to the OA EOC to represent the food and agriculture function.

### **2.3.2 Food and Agriculture Roles and Responsibilities**

The following table details the overall roles and responsibilities of each entity involved with the Food and Agriculture ESF.



Entity	Roles and Responsibilities
<b>Riverside University Health System-Public Health (RUHS-PH)</b>	<ul style="list-style-type: none"> <li>• Minimize loss of life and human suffering</li> <li>• Prevent disease and promote optimum health for the population by controlling public health factors that affect human health</li> <li>• Provide leadership and guidance in all emergency/disaster public health-related activities</li> <li>• Provide preventive health services and control disease outbreaks</li> <li>• Conduct rapid disease surveillance activities</li> <li>• Issue public health advisories</li> <li>• Respond to public health events</li> <li>• Coordinate health-related activities among other local public and private response agencies or groups</li> </ul>
<b>Agricultural Commissioner's Office</b>	<ul style="list-style-type: none"> <li>• Coordinates overall incident-related priorities</li> <li>• Monitors incident response to ensure objectives are met</li> <li>• Identifies critical resource needs</li> <li>• Implements embargos on contaminated products</li> <li>• Requests voluntary recalls</li> <li>• Defines affected areas and control zones</li> <li>• Directs and assists in recovery actions and response actions</li> <li>• Issues health advisories</li> <li>• Identifies local health facilities, supplying and using medical and health items</li> <li>• Identifies at-risk populations</li> <li>• Facilitates and guides disposal of contaminated materials</li> </ul>
<b>Environmental Health</b>	<ul style="list-style-type: none"> <li>• Manages environmental permitting</li> <li>• Provides educational materials and training to the public</li> <li>• Provides sample collection tools, equipment, and guidance to field investigators</li> <li>• Coordinates information and data sharing</li> </ul>



Entity	Roles and Responsibilities
<b>Animal Services</b>	<ul style="list-style-type: none"><li>• Coordinates with the Animal Care Unit for animal disease response</li><li>• Assist in the sheltering and care of affected animals</li></ul>
<b>Agricultural agencies</b>	<ul style="list-style-type: none"><li>• Assist with initial incident identification</li><li>• Publishes and distributes educational information</li><li>• Assist with sample collection, locating produces</li><li>• Assist with information collection and distribution</li><li>• Surveillance of wildlife</li><li>• Assist in the recovery actions of agriculture and food supplies and systems</li></ul>

## 2.4 Notification and Activation

### 2.4.1 Notification

A potential or actual incident requiring or coordinated county response involving contaminated food, infected animals or plants, or an economically devastating plant pest infestation shall be brought to the immediate attention of the Agriculture Commissioner. The Emergency Services Coordinator will then initiate the appropriate notifications. All incidents will be reported to the Governor's Office of Emergency Services (Cal OES), affected counties, and appropriate federal agencies.

### 2.4.2 Activation

Once notified of a potential incident, the Agriculture Commissioners Office will activate the Food and Agriculture ESF. Ensuing actions may include:

- Targeted epidemiology investigation
- Increased surveillance for patients and animals with certain clinical signs and symptoms
- Increased surveillance of plants for signs of disease or other signs of pest infestation
- Targeted inspection of human food and animal feed manufacturing, distributing, retail, and other facilities, as appropriate
- Increased inspection of plants and animals for contamination
- Notification and coordination with appropriate stakeholders from government agencies, industry, and the public

### 2.4.3 Response Actions



**Step 1: Secure Incident Site**

When notified of an event affecting the Riverside food and agriculture systems, the OA EOC will perform the following actions:

- Assess and determine impacted food, agriculture, animals, humans
- Identify food and agriculture response staffing and resource requirements
- Alert and deploy appropriate field units as necessary

**Step 2: Activate; Alert OA EOC (as Necessary)**

Implementation of this ESF and/or activation of the OA EOC involves, but is not limited to, the following:

- If activated, send departmental representatives to the OA EOC
- Assign responsibilities to the most appropriate personnel
- Determine mutual aid needs
- Notify and request assistance from supporting departments, NGOs and other agencies
- Notify community shelters, rescue centers, and clinics of activation

**Step 3: Gather Information**

- Determine whether rescue, triage, and transport requirements are needed
- Divide food/agriculture into categories
- Dispatch a team to the ARC shelter sites
- Determine transportation needs and capabilities

**Step 4: Analyze Information and Coordinate Response**

- Take action to expand current field response capacity, if needed
- Mobilize personnel and augment staff, as needed (contact neighboring jurisdictions)
- Prepare to receive unsolicited donations and volunteers
- Deploy a representative from the veterinary/medical team to assist with triage of affected pets or humans at shelter sites

**Step 5: Obtain Resources, Release Public Information**

- Request emergency supplies and specialized equipment through the OA EOC, and/or supporting departments as necessary
- Identify shelter sites
- Disseminate emergency information and guidance to the public, private, and government organizations

**Step 6: Continue to Monitor, Track, and Inform**

- Receive and respond to requests for information



- Provide situation updates, as necessary
- Re-evaluate the current situation status
- Determine future needs, as appropriate

#### **2.3.4 Deactivation**

Food and Agriculture ESF activities will be deactivated when the need for advanced food and agriculture response coordination has either diminished or ceased. Food and Agriculture functions may be deactivated or scaled back at the discretion of the Agriculture Commission Office. After the decision to deactivate has been determined, the following activities may be necessary:

- Complete or transfer remaining food and agriculture responsibilities to the appropriate department(s)
- Provide deactivation information to all involved supporting departments
- Inventory, return to owner, or properly dispose of remaining supplies
- Coordinate deactivation with the Agriculture Commissioners Office
- Ensure that a debrief is held between key staff, volunteers, and involved Riverside County departments
- Continue ongoing efforts for reunification as necessary