FOOD SAFETY / FOOD DEFENSE RESPONSE PLAN

September 2006

This document was prepared by Kenadine Johnson and staff
Montana Office of Public Instruction
Helena, Montana
<table>
<thead>
<tr>
<th>ACRONYMS</th>
<th>Description</th>
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<tbody>
<tr>
<td>APHIS</td>
<td>Animal; and Plant Health Inspection Service (of USDA)</td>
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<tr>
<td>BTS</td>
<td>Border Transportation and Security Directorate</td>
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<tr>
<td>CDC</td>
<td>Centers for Disease Control and Prevention</td>
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<td>CCDM</td>
<td>Control of Communicable Disease Manual</td>
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<td>DA</td>
<td>Department of Agriculture</td>
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<td>DHS</td>
<td>Department of Homeland Security</td>
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<td>DHHS</td>
<td>Department of Health and Human Services</td>
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<td>EFORS</td>
<td>Electronic Food-Borne Outbreak Reporting System</td>
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<td>EFSP</td>
<td>Emergency Food Safety Plan</td>
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<td>EMAC</td>
<td>Emergency Management Assistance Compact</td>
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<td>EPA</td>
<td>Environmental Protection Agency</td>
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<td>EP&amp;R</td>
<td>Emergency Preparedness and Response Directorate</td>
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<td>EOC</td>
<td>Emergency Operations Center</td>
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<td>FBI</td>
<td>Federal Bureau of Investigation</td>
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<td>FCSS</td>
<td>Food and Consumer Safety Section</td>
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<td>FDA</td>
<td>Food and Drug Administration</td>
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<td>FEMA</td>
<td>Federal Emergency Management Agency</td>
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<td>FERN</td>
<td>Food Emergency Response Network</td>
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<td>FERP</td>
<td>Food Emergency Response Plan</td>
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<td>FSIS</td>
<td>Food Safety and Inspection Service</td>
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<td>HAN</td>
<td>Health Alert Network</td>
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<td>HD</td>
<td>Health Department</td>
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<td>HSPD</td>
<td>Homeland Security Presidential Directive</td>
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<td>IAIP</td>
<td>Information Analysis and Infrastructure Protection</td>
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<td>IAFP</td>
<td>International Association for Food Protection</td>
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<td>IC</td>
<td>Incident Command</td>
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<td>ICLN</td>
<td>Integrated Consortium of Laboratory Networks</td>
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<td>ICS</td>
<td>Incident Command System</td>
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<td>JFO</td>
<td>Joint Field Office</td>
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<td>Joint Information Center</td>
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<td>LEOP</td>
<td>Local Emergency Operations Plan</td>
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<td>LHD</td>
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<td>LRN</td>
<td>Laboratory Response Network</td>
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<td>Laboratory Services Bureau</td>
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<td>MAC</td>
<td>Multi-Agency Command</td>
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<td>NAHRS</td>
<td>National Animal Health Response System</td>
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<td>NFSMI</td>
<td>National Food Service Management Institute</td>
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<td>Acronym</td>
<td>Full Form</td>
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<td>NIMS</td>
<td>National Incident Management System</td>
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<td>NRP</td>
<td>National Response Plan</td>
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<td>PHL</td>
<td>Public Health Laboratory</td>
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<td>PHPP</td>
<td>Public Health Preparedness Program</td>
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<td>PIO</td>
<td>Public Information Officer</td>
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<td>S&amp;T</td>
<td>Science and Technology</td>
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<td>SDHS</td>
<td>State Department of Homeland Security</td>
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<td>SEMA</td>
<td>State Emergency Management Agency</td>
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<td>SEOP</td>
<td>State Emergency Operations Plan</td>
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<td>SOP</td>
<td>Standard Operating Procedures</td>
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<td>UC</td>
<td>Unified Command</td>
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<td>USDA</td>
<td>United States Department of Agriculture</td>
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<td>VOAD</td>
<td>Volunteer Organizations Assisting in Disasters</td>
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<td>LO</td>
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Acknowledgements

I wish to acknowledge the following people on ACDAs Food Safety / Food Defense committee for all the great ideas and suggestions that they contributed to the building of this document.

They are:

Kenadine L. Johnson (Committee Chairperson) Montana Office of Public Instruction
Brenda Halbrook – Director, Food Safety Unit, FNS/USDA
Cynthia Barton – Recipient Agency (School) San Antonio, Texas
Debbie Williams – Wyoming Dept. of Education
Julia West – Nebraska Health and Human Services System
Scott Pollack – Café’ Favorites (Industry)
Theresa Stretch – National Food Service Management Institute
Yvette Bogan – Maryland State Dept. of Education

Thanks to all of you! Kennie
Resources

Check these out they each have something to contribute to your Food Safety / Food Defense Plans


www.commodityfoods.org - Working papers – Central Kitchen

www.usda.fns.gov - Biosecurity Checklist for School Foodservice Programs

www.usda.gov/birdflu

www.fsis.usda.gov <Click on "Ask Karen”>

www.statepublichealth.org/index.php

www.dhs.gov

www.ready.gov

www.fbi.gov


www.fmi.org/media/extortion_threat_information_form.pdf

www.redcross.org

www.fda.gov

www.cfsan.fda.gov

www.who.int

AI Departmental brochure (http://www.usda.gov/documents/AvianFluBrochure.pdf)

Responding to a Food Recall (http://www.nfsmi.org/Information/recallmanual.pdf)

FOOD SAFETY / FOOD DEFENSE RESPONSE PLAN

FOREWORD:

To the reader/stakeholder:

The purpose of the attached document is to provide a comprehensive guide on identifying and responding to disasters within the food supply. The document includes information on sources for disaster reporting, triggers initiating responses/actions, response roles and suggested communication and action plans and contingencies associated with those plans. As with any activity involving several layers of communication and response, initiation should begin with the most local authorities and move up the chain of responders as necessary.

The food safety/food defense response plan suggests assembling a “food team” to serve as a multi-faceted group for leading the response and recovery efforts during a food related disaster. The section outlining the assembly of such a team is Section III, Part E.

Incident reporting sources and the triggers leading to incident identification are covered in Section III, Parts A and B.

Roles and responsibilities for communication and actions at each level are outlined in Section VI, Part B. These include:

<table>
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<th>Level</th>
<th>Subpart</th>
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<tr>
<td>Local</td>
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<td>State</td>
<td>Subpart II</td>
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<td>Federal</td>
<td>Subpart III</td>
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<td>Tribal</td>
<td>Subpart IV</td>
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<td>Private</td>
<td>Subpart V</td>
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Training and exercises to test your action plans and contingencies are important factors in making sure you have a viable food safety/food defense plan. Information on doing so can be found in Section VII.

The document also provides valuable resources for use in developing your plans and enhancing your coordination with other stakeholders in the event of a disaster. The links to these resources are included at the beginning of this document.
SECTION I: INTRODUCTION

Both natural and human-caused disasters have the potential to contaminate the food supply, debilitate food establishments and cause human disease. These incidents include weather and climate related disasters (flood, earthquakes, winter storms, land slides, drought, extended power outages), processing errors, and intentional contamination. This plan is intended to mitigate the effects of an incident by delineating jurisdictional boundaries and protocols to be followed. Collaboration between state, federal, local, tribal, and private agencies will expedite a food emergency response and recovery. This protocol will be valid whenever food safety or security is jeopardized.

Purpose

The intent of this plan is to identify how a food service professional would or should respond to an incident jeopardizing food safety and public health. This plan will:

- Provide effective measures to detect and control food contamination incidents
- Clearly establish jurisdictional authority and communication between and within federal, state, and local agencies.
- Provide a flexible, National Incident Management System (NIMS) compliant framework for local planning.
- Define triggers to implement the plan, and identify the appropriate level of response.

Goals

- Create a plan that integrates local, tribal, state, and federal response.
- Delineate jurisdictional authority.
- Create a scaleable response that is appropriate to the size of the emergency.
- Define the role of the Department or Agency using this plan in a food-related emergency.
- Understand the role that other agencies have or could have in a food-related emergency.
SECTION II: SITUATION AND ASSUMPTIONS

Situation

- Most states follow a system of home rule, in which local health departments have the primary jurisdictional authority and will be the first responders at any emergency.

(Here is where each individual state or agency should define its' individual situation. I am including Montana's description only as an example!)

- Agriculture drives Montana's economy, and its 28,000 farms occupy two third of the total land area.
- Montana's livestock herds include 2,400,000 cattle and calves; 175,000 hogs and pigs; and 305,000 sheep. We produce 372,000,000 pounds of milk per year.
- There are approximately 700 retail establishments, and 150 manufacturers including several water bottling plants.
- Specific Situations that could affect Montana's ability to respond to an emergency include:
  - Key response officials lack trained personnel to cover their position;
  - Six Department of Emergency Services regional coordinators;
  - Seven Native American Nations with independent authorities;
  - Large geographical area and a widely distributed and largely rural population;
  - Susceptible to severe weather conditions and northern border penetration;
  - Limited local infrastructure; and,
  - Must rely on out-of-state laboratories for certain testing.

Assumptions

- Local health departments have the legal authority and primary responsibility for verifying the safety of food and water in their jurisdictions. These duties include the identification and control of human disease outbreaks, environmental health inspections of food service establishments, and determining response capacity and capabilities.
- The role of the State Departments of Health will be to provide consultation and regulatory guidance, and authorize product detainments, embargoes and recalls. In the case of a multi-county event, the state will coordinate the response between local jurisdictions.
- Local authorities will be the first responders to any food emergency, and may have to conduct response without state or federal assistance for some time
- Local health departments must develop food-borne illness investigation protocols.
- Response to all emergency events will be National Incident Management System (NIMS) compliant.
- The nature of the food industry may result in the involvement of additional supporting agencies and groups, such as state entities, federal agencies, and private industry. The state will participate with local responders, federal agencies and private industry in a Unified or Area Command structure as defined in the NIMS.
• The FDA and the USDA's Food Safety and Inspection Service (FSIS) will support a state's response to a food-borne emergency. The CDC may become involved and provide support for emergencies that are causing food-borne illness.
• Positive detection of a food-borne emergency in an area adjacent to a state will prompt the agency or department to employ additional preparedness measures to prevent the possible spread into the state.
• Food salvagers and reconditioners are regulated as Food Manufacturers under many states rules and statutes, and are required to comply with all state and federal requirements that may apply.
• Vector/contamination control may require discarding large quantities of agricultural products and organic matter, invoking embargoes or trade restrictions, culling livestock or poultry, and identifying alternative sources of food.
• Depending on the causative substance of the contamination, contaminated foodstuffs may need to be considered and handled as hazardous waste.
• Suspected infected locations, machinery, distribution centers, restaurants, eateries and transport vehicles may need to be cleaned, disinfected and re-evaluated for contamination.
• Threats to the food supply can come from natural sources, as well as deliberate acts.
• A deliberate act of contaminating the food pathway may have grave consequences, and encompasses a variety of response actions at all levels of government, industry, producers and the private sector.
• In the case of intentional contamination, communication between federal agencies and public health personnel will be maintained. Federal agencies will have primary responsibility for all criminal investigations, while state and local public health personnel maintain control over epidemiological response.
SECTION III: CONCEPT OF OPERATIONS

A. Incident Identification

- Local health jurisdictions have primary responsibility for detecting and responding to food-borne outbreaks.
- Passive surveillance occurs on an ongoing basis. Local health departments also conduct routine active surveillance on a weekly basis; however, reporting mechanisms may be heightened once an outbreak is identified.
- Listings of reportable diseases can be found in most states statues. These diseases are reported to the local health department by hospitals, labs, and other providers. The local health department will report these diseases to the state health department who will report to CDC.

Factors indicating intentional contamination of the food supply may include:

- Discovery of unusual findings during routine inspection and/or laboratory analysis of food supplies:
- Discovery of some physical characteristic of a food item or agricultural product that suggests possible contamination with a biological or chemical agent (e.g., presence of an unidentified and unexpected powder, a bad odor or an abnormal taste);
- Reports of unusual clusters or types of illness among employees or consumers, possibly related to a food or agricultural product;
- Observation of suspicious behavior or activity by an employee or customer;
- A significant security breach in a food-system facility, storage tank or shipping vehicle, or receipt of a threat (via a telephone call or piece of mail) indicating that an agricultural or food product has been or will be contaminated; or,
- Two or more of these events occurring simultaneously.

B. Notification and Action Triggers

Food Emergency Definition: Natural disaster, an incident of unintentional contamination, or incident of deliberate contamination that exceeds the response capacity of the local and/or state level.

Activation of a State's Emergency Food Safety Plan (EFSP) will occur when:

- A state department or agency, acting under its own authority, has requested the assistance of the governor;
- The resources of local or regional authorities are overwhelmed and state assistance has been requested by the appropriate local or regional authorities; or,
- More than one state department or agency has responded to an incident beyond what transpires for more routine food incidents.
C. Communication

Good communication between agencies and to the public expedites response and recovery actions, in addition to preventing unnecessary panic. Your department should be committed to providing state, federal, and local agencies and the public with timely, accurate, and appropriate information. Departments should have an Emergency Communication Plan that details the activation of the department information center, personnel responsibilities, and forms/templates. The Information Officer would coordinate with food safety professionals to provide the public and agency representatives with timely, accurate, and appropriate information regarding the incident.

The state Department of Health should contact any state or local agency on the contact list that is impacted by the disaster. This contact list will be distributed to all parties on the contact list. Information about the incident will be distributed according to the plan activation level.

The state's Health Alert Network (HAN) system may also be used to disseminate information. This system notifies lead local health officials, who transmit the information to the appropriate contacts. Local food safety professionals may choose to create directories of local food establishments in order to contact them by fax or email.

Open communication within the Department should be a daily occurrence.

D. Interstate Coordination

When incidents cross jurisdictional boundaries or require support from outside state, departments and/or federal agencies will facilitate incident management and policy coordination. The form and structure of various states' agencies may not be uniform; however, the principal functions and responsibilities of the lead agency liaison should include the following:

- Ensuring that each agency involved with incident management activities is providing appropriate situational awareness and resource status information;
- Establishing priorities between states;
- Acquiring and allocating resources required by incident management personnel in concert with the incident command (IC) or unified command (UC) involved;
- Anticipating and identifying future resource requirements;
- Coordination and resolving policy issues arising from the incident; and,
- Providing strategic coordination, as required.
E. Food Team
Your state may have a food team in place but if not you may want to assemble a team. The Food Team is dedicated to the response and recovery of food and food-borne disease related incidents. The Epidemiology Section of your Public Health Department is often a good lead for the Food Team and would be responsible for the maintenance of the electronic contact list of food team members:

Food Team membership may include representatives from the following agencies:

- Department of Health
  - Food and Consumer Safety
  - Epidemiology
  - Public Health Laboratory
  - State Medical Officer
  - Communicable Disease Control and Prevention Bureau
  - Department Chief
  - Public Information Officer

- Department of Livestock/Department of Agriculture
- Department of Education/Child Nutrition Services

F. Response Actions

This plan includes response recommendations for three distinct food-related emergencies:

- Food contamination without known disease,
- Food contamination with disease,
- A larger incident including food contamination and/or disease.

The protocol followed will depend on the emergency,

SECTION IV: SCENARIOS OF COORDINATION

A. Scenario I: Incident Involving a contaminated Food Product; No Known Disease

- Local public health departments will contact the Food and Consumer Safety Section (FCSS) as soon as it becomes apparent that a food product in commerce or disaster may affect food safety.
- Department of Health will communicate with the duty officer regarding significant natural and terrorist threats that may affect human health, including food safety. This does not include routine food safety.
- The manager of the Food and Drug Program will collaborate with the section supervisor on an appropriate response.
- FCSS will coordinate with the Department of Livestock if the incident involves meat, poultry, and egg or milk products.
- FCSS will coordinate with the Department of Agriculture if the incident involves a product under their jurisdiction.
- FCSS will coordinate with the Department of Food and Drug Administration if the incident involves a product under their jurisdiction.
• The FCSS will inform the Food Team by email of the potential for contaminated food and implications for human illness or disease, when appropriate.
• Local public health departments, in coordination with FCSS, will contact retail and wholesale establishments, prioritizing by risk in order to assess their ability to sustain operations.
• FCSS may advise local officials regarding what foods are safe for human consumption.
• Local sanitarians have the authority to immediately place a hold on food products suspected of adulteration, and encourage proper and safe voluntary disposal, when necessary. If the incident calls for immediate action, FCSS may condemn or destroy any perishable food found to be unsafe, poisonous, or deleterious to health in any manner.
• FCSS may authorize detainment or embargo on any food items suspected of adulteration in accordance with state statutes, and may authorize local health officials to act as agents of the state in accordance with state statutes.
• When the FCSS supervisor is out of the office, he/she will be notified of all situations, which have resulted in the need to detain/embargo products.
• A tag should be affixed to all food suspected of adulteration, prohibiting its removal or use.
• FCSS will coordinate with FDA and USDA regarding the disposition of adulterated food products.
• Food samples will be tested for suspected agent(s) as indicated by the health department. The Public Health Laboratory Services will coordinate the sampling of all clinical and food samples.
• Local or state public health officials must inspect any establishment required to close during an emergency and provide approval before the affected establishments are allowed to reopen.
• In collaboration with the Public Water Supply Section and local health department officials, water samples may be collected and submitted to laboratories for analysis.
• An after-action report should be written within two weeks of the incident, with the input of all responding agencies.

B. Scenario II: Incident Involving Food and Food-Borne Disease

Response to incident involving contaminated food and related illness will follow the states prescribed protocol for suspect food-borne disease outbreaks. These actions may be performed in tandem with the above protocol for food contamination.

1. TEAM APPROACH

The response to reports of a suspect food-borne outbreak will be handled as a team. The team should be composed of a core group of the following individuals:

✓ State Epidemiologist
✓ Communicable Disease Surveillance Coordinator
✓ Food and Consumer Safety Section Supervisor
✓ Public Health Laboratory Technical Supervisor

The State Epidemiologist will function as the head of the team. In the absence of the State Epidemiologist, the Communicable Disease Surveillance Coordinator will serve as
the head of the team. Additional workers will be included as needed and determined by the core group. Bureau administration will be notified of decisions to convene a meeting of the group, and will be welcome to attend at all times. The need to request the head based on the circumstances of the particular situation will determine administration presence at a meeting.

2. CONSIDERATIONS

- Many incidents of food-borne illness are sporadic and isolated occurrences which constitute normal and expected background levels of disease in a community.
- It is important to distinguish between food-borne illness and food-borne outbreaks.
- This protocol applies only to outbreak situations, and not to routine occurrences of food-borne illness.
- Determination of outbreak situations must be based on surveillance data and epidemiologic finding.
- For the purposes of this protocol, an outbreak is the occurrence of a number of cases in excess of the number expected in a given time and place.
- Realize that in some situations, a single case may constitute an outbreak.
- Isolated and sporadic case reports are routinely followed-up by Epidemiology Section staff according to established guidelines and set standards of public health practice as published in the Control of Communicable Disease Manual (CCDM), the Red Book, and the Center for Disease Control (CDC) and International Association for Food Protection (IAMFES) monographs.
- Local health departments have the legal authority and primary responsibility for disease control in their jurisdiction. The Departments role is generally one of consultation and oversight unless additional assistance is requested or required.

3. DUTIES AND RESPONSIBILITIES

The core team members will function in accord with their responsibilities and duties of their job profile. Following is an outline of general activities of core group members:

A. State Epidemiologist
   1. Oversight of the Department response
   2. Epidemiologic study design and setup
   3. CDC Epi-Aid Mission requests

B. Communicable Disease Surveillance Coordinator
   1. Data collection, management, and analysis
   2. Determination of outbreak situations
   3. Food-borne disease incident report follow-up
   4. Coordination with local/county public health workers
C. Food and Consumer Safety Section Supervisor
   1. Initiate trace backs
   2. Organize recalls
   3. Issue embargoes
   4. Conduct inspections
   5. Coordinate with local/county sanitarians

D. Public Health Laboratory Technical Supervisor
   a) Logistic oversight of laboratory support
   b) Lab supplies/resources/material issues
   c) Specimen collection consultations

4. POINTS OF PROCEDURE

- All reported cases of food-borne illness should be e-mailed or phoned to the Epidemiology Section. Reports of food-borne disease outbreaks should be phoned immediately to the Epidemiology Section.
- Laboratory reports of specimens testing positive for enteric pathogens should be forwarded to the Epidemiology Section.
- Persons receiving phone reports of food-borne illness should take down the information offered by the caller and pass it on to Epi. Refrain from launching into lines of questioning about, for example, food consumption: such query may end up being duplicated by others, projecting a disorganized appearance of the agency.
- Information flow to Epi should go to 1) the communicable Disease Surveillance Coordinator, 2) the State Epidemiologist, and in the absence of these personnel to their designees.
- The Epidemiology Section will conduct initial public health follow-up on disease reports.
- Notice of food-borne incident reports being followed–up by Epi will be posted electronically to the Food Team group list.
- The Food Team group list will be maintained by the Communicable Disease Surveillance Coordinator
- Decisions on the disposition of reports will be made by the surveillance coordinator based on surveillance data and on information obtained from case report follow-up
- Responsibility for ensuring the proper public health follow-up of cases of food-born illness will reside with the Surveillance Coordinator or, in his/her absence, the State Epidemiologist
- Follow-up of cases of food-borne illness by Epi section workers will include interaction, cooperation and communication with other department or bureau workers as needed; a decision by Epi to **not** convene a meeting of the food-borne disease outbreak response team should not prevent workers in different sections from continuing to work together on our mission as a team. Interaction between Epi, Lab and FCS, as always, is to be a normal, everyday activity.
- Reports received by Epi implicating a commercial product or a licensed establishment will be reported immediately to the FCSS.
- Some food-borne outbreak situations may not result in the need to convene a meeting of the food-borne outbreak response team; The Surveillance Coordinator may decide that small, uncomplicated clusters of cases can be responsibly disposed of without having to interrupt others' activities.
- The State Epidemiologist, as head of the team, will be responsible for convening a team meeting; in his/her absence, the Surveillance Coordinator will serve as head of the team and be responsible for convening meetings.
- The decision to convene a food-borne team meeting is anticipated to be a rare occurrence.
- When the team leader is out of the office, he/she will be notified of all situations which have resulted in the need to convene a meeting of the outbreak response team.
- Outbreak team meetings will be conducted in a democratic fashion, with all members being afforded equal opportunity for input.
- Decision-making during meetings will be joint efforts of the whole group.
- If disagreements arise which the group cannot resolve, the ultimate arbiter will be the Bureau Chief.
- The State Epidemiologist will make requests for CDC assistance in the form of on-site Epi-Aid missions after notification of and approval by administration.
- The local FBI office will be notified by phone of all incidents resulting in the submission of specimens to an accredited lab for botulism testing. The Core Team head will make the call, and will explain the circumstances of the situation, (i.e., whether or not it is considered to be a naturally-occurring case and why).
- An after-action report should be written within two weeks of the incident, with the input of all responding agencies.

C. Scenario III: Food Contamination and/or Human Disease as Part of Larger Incident

Response to a large incident, whether natural or human caused, resulting in food contamination and related human disease will follow the above protocols. Operations may be affected by the disaster. The Incident Commander will be responsible for assessing need of a food safety section within the incident command structure.

Recovery
Effective recovery after a disaster will not only help affected parties return to their work, but also prevent future incidents from occurring. Every responding agency should prepare for recovery, plan a strategy during the incident, and implement this strategy. The recovery element of any disaster response should begin before the activation of the EFSP. Recovery may not exceed normal tasks, and be as simple as recommendations on sanitizing a facility. The recovery effort of larger incidents will require personnel and equipment demobilization to social and economic recovery of an impacted area. Recovery is a local function, and may not require state assistance. The Health department and other impacted state agencies will continue to offer guidance and resources as requested. They may provide technical and professional assistance. Surveillance for disease will continue at a heightened level until disaster response and recovery are complete, and case reporting has returned to a normal level. The Department may need to suspend and amend policies to make recovery possible. For example, the department may need to edit procedures or consult with the governor on sources of funding reimbursement.
SECTION V: ACTIVATION AND COMMUNICATION LEVELS

This plan is scaleable, and should be implemented based on the following response levels:

0. Incident is routine, and can be managed at the local level. It may require state support and guidance. Incident may or may not include human disease.

   Department of Health may be contacted if necessary.

1. Local public health department is overwhelmed. Characteristics of the incident may include a second wave of disease and multiple jurisdictions affected. The EFSP is activated, and ICS structure established at an appropriate level. The Food Team will meet, and develop an Incident Activation Plan. State resources may be deployed to the region at the request of the local health department, or by the departments' judgment.

   Department of Health will be contacted. The Food Team is notified of the event, and may meet as determined by the department. Primary state and federal agencies, see Principal Parties listing on page 17, are notified as appropriate.

2. Widespread effects of the incident, including human illness, this incident may affect or originate in multiple states. Multi-state coordination may be required; federal resources also may be requested.

   All primary contacts, and affected support contacts, are informed of incident and progress updates.

3. EOC activated in response to either a food incident, or as part of a larger emergency, such as a natural disaster. An act of deliberate food contamination may justify the activation of the EOC.

   All contacts informed of incident.
PROBLEM RECOGNIZED

CUSTOMER

VENDOR

SCHOOL FOOD MGR

RESTAURANT

GROCERY STORE

GOVERNOR'S EMERGENCY RESPONSE TEAM/GOVERNOR

LOCAL HEALTH DEPARTMENT

(DETERMINE EXTENT OF INCIDENT)

DEPT OF ED O.P.I.

STATE HEALTH DEPARTMENT

FDA

USDA

HHS FOOD SAFETY RESPONSE TEAM

LAW ENFORCEMENT

(If necessary)

F.E.R.N LABORATORY

STATE AND LOCAL LABORATORIES

GOVERNOR'S EMERGENCY RESPONSE TEAM

GOVERNOR

F.B.I.

DEPARTMENT OF HOMELAND SECURITY

FDA

USDA

D.H.H.S

DHS

USDA

F.N.S.

F.S.I.S.

D.H.S.

FDA
SECTION VI: PRINCIPAL PARTIES/ROLES AND RESPONSIBILITIES

The principal parties’ roles and responsibilities lie in four main areas: local, state, federal, and the private sector. This section will address the relative responsibilities of these three groups.

A. Principal Parties

1.) LOCAL COUNTY &N CITY
   (a) Government
   (b) Health Departments

2.) STATE AGENCIES-Primary
   (a) Department of Health
   (b) Department of Livestock
   (c) Department of Agriculture

3.) STATE AGENCIES-Supporting
   (a) Fish, Wildlife and Parks
   (b) Department of Environmental Quality
   © Office of Public Instruction
   (d) Disaster and Emergency Services
   (e) Governor's Office
   (f) Department of Transportation
   (g) Department of Justice

4.) FEDERAL ROLES
   (a) Food and Drug Administration
   (b) United States Department of Agriculture
   © Center for Disease Control
   (d) Department of Homeland Security
      (d.1) Customs and Border Patrol
      (d.2) Federal Emergency Management Agency
   (e) Environmental Protection Agency
   (f) Health and Human Services
   (g) Federal Bureau of Investigations

5.) TRIBAL GOVERNMENTS
   (a) Confederated Salish and Kootenia; Flathead
   (b) Crow
   © Blackfeet
   (d) Rocky Boy
   (e) Fort Peck
   (f) Northern Cheyenne
   (g) Fort Belknap

6.) PRIVATE SECTOR

B. Roles and Responsibilities

I. Local Responsibilities

*Local Public Health Departments* shall have the lead for all food-borne illness and food contamination incidents. Depending on the outbreak, local sanitarians may perform inspections,
collect samples for testing, investigate concerns, hold articles of food suspected of adulteration, advise local food wholesalers and retail establishments regarding food disposal and salvage, supervise proper and safe disposal of adulterated food items, inform FCSS of incidents and concerns, and disseminate to the food safety department. Public health laboratories perform and confirmatory testing and support epidemiology through characterization and typing of bacterial isolate. Epidemiology activities include:

- Surveillance for food-borne illnesses and food-borne disease outbreaks;
- Management of the investigation of food-borne illness and outbreaks;
- Coordination of food-borne illness investigations with appropriate food safety officials at the local, state or federal level; and
- Reporting cases or outbreaks of food-borne illness to the CDC.

II. State Responsibilities

The Food and Consumer Safety Section (FCSS) of the Communicable Disease Bureau (normally part of Health Department, may be under different name), in coordination with local public health officials, has the regulatory authority over foods circulation in commerce throughout the state. The local health officer maintains the ability to close an establishment if deemed a threat to public health. FCSS has the authority to detain, embargo, and dispose of food, and may delegate that authority to local health jurisdiction.

Any facility that manufactures, packs, holds or distributes food is required to maintain records of suppliers and recipients in order to facilitate product recalls. Departments of health can request to view these establishment records within 24 hours of request. All recalls are voluntary, and FCSS will support, advise, and verify the success of the recall. Press releases related to product recalls will be coordinated by the State Public Information Officer in coordination with the local health department. Specific instructions related to the contagion or chemical hazard are detailed in the media release.

FCSS coordinates with FDA via a partnership agreement that includes the inspection of wholesale facilities, disaster response, and product recalls/embargoes. FDA and FCSS will inform the other agency of all recalls and embargoes. FCSS will coordinate with the FDA and other state food safety leads in responding to an incident impacting food in interstate commerce. In the case of suspected intentional contamination, the Department of Health will contact law enforcement. The FBI will be the lead of the investigation, and public health will continue to direct actions to prevent consumption of contaminated products and perform epidemiological investigations.

Laboratory Services Bureau (State laboratory system), the Public Health Laboratory (PHL) is a member of the Food Emergency Response Network, (FERN). The Food Emergency Response network (FERN) integrates the nation's laboratory infrastructure for the detection of threat agents in food at the local, state, and federal levels. The PHL also participates in Elxnet, Which is the communication tool for FERN providing information exchange, including reporting and approved testing procedures.

Laboratory testing is usually directed to a specific agent, such as bacterial, viral, toxic or chemical agents. Based on an epidemiologic investigation, specific signs and symptoms, or knowledge of an intentional release, the LSB will direct the appropriate laboratory testing. Both human clinical specimens and food specimens are encouraged to be collected. Clinical specimens should be tested as early in the onset of illness as possible, again directed to a specific agent or group of agents (bacterial, viral, toxin, or chemical). Food specimens are refrigerated
until such time as an epidemiologic link is made between the ingestion of the food product, clinical illness, and suspected agent.

The LSB will advise local entities on the proper collection, storage, and transport of both clinical and food specimens. All specimens should be stored and shipped in a cold condition (blue ice packs in Styrofoam coolers). A courier system should be in place in many of the major cities to provide timely transport of specimens to the LSB. In the absence of the courier, specimens can be shipped through the US Postal Service (USPS).

The LSB will serve to manage the laboratory testing associated with the outbreak or event – by tracking specimens, performing testing (or referral of testing to an appropriate laboratory), and reporting results both to the submitting facility and to the Epidemiology Section and/or Food Team.

**State Department of Livestock/Department of Agriculture**

The Meat and Poultry Inspection Bureau has regulatory authority over the slaughtering and/or processing, storing, or wholesaling of livestock and poultry and products containing variable percentages of raw or cooked livestock and poultry and products within states. The department approves and issues licenses to slaughterhouses, packing plants, and meat depots. The Department works closely with local health officials, USDA, and FDA.

In most states the Milk Inspection Program licenses Milk Producers and has regulatory authority over milk food products within the state. The department approves and issues licenses for the production of milk and milk products. The Department works closely with local health officials and FDA.

The egg Inspection Program in most states conducts the Shell Egg Program, licenses Egg Dealers and Egg Graders, and has regulatory authority over shell egg production within the state. The department approves and issues licenses for the production of shell eggs. The department works closely with local health officials and USDA.

III. Federal Responsibilities

**Food And Drug Administration (FDA)**

The U.S. Department of Health and Human Services' Food and Drug Administration's mission is to:

- To protect the public health by ensuring the safety, efficacy and security of human and veterinary drugs, biological products, medical devices, our nation's food supply, cosmetics and products that emit radiation;
- To advance public health by encouraging innovations that make medicines and foods more effective, safer and more affordable; and,
- To help the public access accurate, science-based information that they need to use medicines and foods, which can improve their health. FDA safeguards the nation's food supply by making sure that all ingredients used in foods are safe, and that food is free of contaminants – like disease-causing organisms, chemicals or other harmful substances. For example, the agency must approve new food additives before they can be used in foods. FDA also monitors the safety of dietary supplements, the content of infant formulas and other medical foods. However, USDA regulates meat, poultry and some egg products.
FDA also regulates food, drugs and devices used for animals, both pets and animals that produce food. Before manufacturers can market animal drugs (including drugs used in animal feeds), they must gain FDA approval by providing proof of safety and effectiveness. Livestock drugs are evaluated for their safety to the target animal and to the people who eat the animal products. FDA makes sure that any drug residues that remain in these foods are not harmful to the consumers who eat them. FDA works with food safety and defense agencies at federal, state and local levels to strengthen the nation's food safety and defense system across the entire distribution chain, from the farm to the fork. The main results of this cooperation – more effective prevention programs, new surveillance systems, and faster food-borne illness outbreak response capabilities - enable the agency to protect the safety of our food supply against deliberate and accidental threats.

FDA:

- Has an Office of Crisis Management/Office of Emergency Operations which coordinates with FDA's Office Regulatory Affairs, the agency's investigation of illness or injury reports, threats and incidents related to food products and other FDA-regulated products;
- Has an Office of Criminal Investigations that investigates criminal activities related to food products and other FDA-regulated products;
- Provides regulated firms with Food Security Preventive Measures Guidance when conducting routine food safety inspections;
- Requires registration of all food facilities, as mandated by the Bioterrorism Response Preparedness Act of 2002;
- Requires prior notice of food imports of all importers food products;
- Requires record keeping of the firms suppliers and purchasers, including transporters; and,
- Trains FERN laboratory partners in analytical methodologies. Roles of FDA's laboratories may address agents of all types: radiological, chemical, and biological.

The FDA is a partner in the FERN. This network links state and federal laboratories which are committed to analyzing food samples in the event of biological, chemical or radiological emergencies, including a terrorist attack in this country. The federal partners in the FERN are the USDA, FDA, CDC and EPA. The biological section of the FERN has some overlap with the CDC's LRN. FERN consists of testing laboratories for the detection of threat agents in food at the local, state and federal levels. These threats include biological, chemical and radiological agents.

**Food Emergency Plan Template**

During an emergency, FDA may:

- Undertake investigations to identify implicated products;
- Request an FDA-regulated firm recall implicated or potentially unsafe product;
- Provide a recalling firm guidance and assistance regarding proper recall procedures and monitors the effectiveness of recalls of FDA-regulated products;
- If warranted, exercise administrative detention of the implicated product;
• Issue press information, such as consumer advisories or product trace determinations;
• Coordinate the FERN in conjunction with its partners; and,
• Coordinate its investigations with federal, state and local partners.

United States Department of Agriculture (USDA)

The USDA provides leadership related to food agriculture, natural resources and related issues based on sound public policy, the best available science, and efficient management. This cabinet level agency is tasked with many responsibilities.

One of the primary responsibilities to the American public is to enhance food safety by taking steps to reduce the prevalence of food-born hazards from farm to table.

The USDA is organized into seven main agencies, with additional programs organized within these main offices and agencies. Two USDA organizations have specific responsibilities pertaining to his plan, including: The Animal and Plant Health Inspection Service (APHIS) and the Food Safety Inspection Service (FSIS).

The APHIS mission in relation to food safety includes protecting America's animal and plant resources by: safeguarding these resources from exotic invasive pests and diseases, monitoring and managing existing invasive pests and diseases in the U.S., and resolving trade issues related to animal and plant health. The APHIS may assist state and local authorities in disease and pest eradication activities.

FSIS is charged with protecting the nation's food supply by providing inspectors and veterinarians in meat, poultry and egg product plants, and at ports-of-entry to prevent, detect and act in response to food safety emergencies. FSIS has developed the infrastructure needed to confront new food defense challenges. FSIS may assist state and local authorities in disease eradication activities and food-borne illness emergency investigations. APHIS also continually works with states on detection and eradication programs for both plant and animal pests and diseases.

During an emergency response, USDA may:
• Assist states with epidemiological investigations;
• Assist with disease eradication and food safety threat activities, including quarantine, evaluation, slaughter, disposal, cleaning and disinfecting, epidemiology, trace-back, vector control and transportation permitting arrangements;
• Detain adulterated product and request that industry voluntarily initiate a product recall;
• Consult with state and local authorities regarding eradication and food safety threat proceedings;
• Collect, analyze and disseminate technical and logistical information;
• Define training requirements for casual employees or support agencies involved with emergency response operations;
• Issue a declaration of extraordinary emergency
• Define the infected area and control zones;
• Prepare information for dissemination to the public, producers, processors and other concerned groups;
• Inform the public about meat, poultry and egg product food safety issues, including product trace determinations;
• Allocate funding for compensation to the owner(s) of culled animals; and,
• Define restrictions on interstate commerce.

USDA also is a partner in the FERN. This network links state and federal laboratories that are committed to analyzing food samples in the event of biological, chemical or radiological emergencies, including a terrorist attack in this country. The federal partners in the FERN are the USDA, FDA, CDC, and EPA. The biological section of the FERN has some overlap with the CDC’s LRN. FERN consists of testing laboratories for the detection of threat agents in food at the local, state and federal levels. These threats include biological, chemical and radiological agents.

Centers for Disease Control and Prevention (CDC)

The CDC is the lead federal agency for conducting public health surveillance and gathering data on food-borne illness, investigating food-borne illnesses and outbreaks, and monitoring the effectiveness of disease prevention and control efforts. CDC also plays an ongoing role in identifying disease prevention strategies and building state and local health department epidemiology laboratory and environmental health skills to support food-borne disease surveillance and outbreak response. CDC does not regulate food commodities. However, CDC collaborates extensively with the federal food regulatory agencies to protect public health by insuring the safety of the food supply.

CDC activities include:

• Conducting public health surveillance, including food borne disease surveillance, to identify the causes and sources of food-borne disease (sporadic cases and outbreaks), to monitor the public health burden of food-borne disease, and to identify new and emerging causes of food-borne disease;
• Coordinating PulseNet, the national molecular sub-typing network for food-borne disease surveillance, through which public health laboratories can identify specific strains of food-borne bacteria through DNA "fingerprinting" (pulsed-field gel electrophoresis);
• Providing food emergency related information dissemination to CDC officials, state and local health departments, poison control centers and other public health professionals through its secure Epi-X website;
• Developing state–of-the-art laboratory methods to identify food-borne pathogens;
• Training and developing the state and local public health workforce to improve food-borne disease surveillance, investigation and response;
• Receiving immediate notification of highly communicable disease occurrences;
• Receiving monthly national aggregate data on food-born disease case investigations;
• Assisting state and local health and food safety officials address food-borne disease emergencies; and,
• Collecting and reporting base-line data on reportable diseases.

During an emergency response, CDC activities may include, but are not limited to:
• Providing clinical, epidemiological and public health expertise;
• Depending on the nature of the threat, enhance procedures for detecting and analyzing the suspected biological or chemical agents;
• Identifying laboratory surge capacity to process an increased volume of clinical or food samples. The LRN, FERN or ICLN may be sources of additional analytical capacity;
• Providing confirmatory laboratory testing or characterization for biological threat agents involved in food-born illnesses;
• Collaborating and communicating extensively with the states, FDA and USDA;
• Identifying staff to be on continuous alert to assist and possible be dispatched to a response site;
• Issuing health alerts to state health departments and key healthcare provider networks to increase surveillance of new or unusual clusters of illness;
• Issuing alerts to the broader public health, medical and other relevant constituencies, as needed; and,
• Developing appropriate messages and guidance for the public.

Federal Bureau of Investigation (FBI)

The FBI is recognized as the primary federal agency when dealing with acts of terrorism. Acts of terrorism may be directed at the nation's food supply, either as the target or as a vehicle of chemical and biological weapons of mass destruction. The FBI Office of Criminal Investigation would lead this effort by working closely with the FDA Office of Criminal Investigations, the USDA Office of Program Evaluation, Enforcement and Review, and the USDA Office of Inspector General. Acts of terrorism are federal crimes, and the responses to these events are authorized and outlined in the National Response Plan (NRP). Recovery activities such as decontamination and disinfection may be delayed for evidence gathering activities. The FBI may establish a separate Joint Information Center (JIC). If this is the case, the response JIC and the law enforcement JIC will need to coordinate information dissemination.

United States Department of Homeland Security (DHS)

Emergency Preparedness and Response Directorate:

As the prevention, response and recovery arm of DHS, the Emergency Preparedness and Response (EP&R) Directorate oversees domestic disaster preparedness training and coordinates federal disaster response. The EP&R develops and manages the national emergency management training and evaluation system to design curriculums, set standards, evaluate and reward performance in local, state and federal training efforts.

The Federal Emergency Management Agency (FEMA) is a critical part of the EP&R. FEMA's mission is to assist, on a national scale, in prevention, response to and recovery from disasters. In this role, FEMA will coordinate federal emergency management activities relative to disasters. EP&R coordinates access to the Strategic National Stockpile and the National Disaster Medical System.

Border and Transportation Security Directorate:

The Border and Transportation Security (BTS) Directorate oversees major border security and transportation operations. The GBTS Directorate is responsible for securing national transportation systems, which move people and products from U.S. borders to anywhere in the country within hours. BTS also provides border management and enforces immigration laws – both to deter illegal immigration and pursue investigations when laws are broken.
Science and Technology Directorate:

As the main research and development arm of DHS, Science and Technology (S&T) directs efforts to enhance scientific and technological capabilities, such as the development of vaccines, antidotes and therapies against biological and chemical agents, to prevent or mitigate the effects of catastrophic terrorism. Since its start in March 2003, S&T's efforts to enhance food and agricultural biosecurity have focused on:

- Assessing the epidemiological and economic implications of high-consequence terrorism scenarios;
- Developing key technologies for rapid detection of specific biological and chemical agents;
- Coordinating emergency preparedness plans in response to agro-terrorist events;
- Developing advanced detection and surveillance systems, e.g., the Bio Watch Program, to permit early detection of threat agents;
- Developing detection and surveillance systems to identify potential security threats at critical nodes in food processing and production; and,
- Engaging the academic community in support of S&T's mission – several Homeland Security Centers of Excellence have been established to conduct multidisciplinary research and to develop innovative educational programs about food and agriculture security.

Information Analysis and Infrastructure Protection Directorate;

Food and agriculture security is included in the Information Analysis and Infrastructure Protection (IAIP) critical infrastructure protection authority, based on provisions outlined in the National Strategy for the Physical Protection of Critical Infrastructure and Key Assets. IAIP's overall responsibilities include:

- Integrating all-source threat information;
- Identifying emerging threats and assessing their nature and scope;
- Mapping threats against vulnerabilities, both physical and cyber, to critical infrastructures and key assets;
- Providing actionable advisories regarding preventive and protective actions; and,
- Serving as the focal point for coordination between government and critical infrastructure sectors regarding information sharing and emergency response planning for food and agriculture. This coordination includes convening sector-wide workshops focused on:
  - Developing a framework for information sharing, in coordination with USDA, DHHS and private sector representatives.
  - Identifying security gaps and strategies for addressing them. Coordinating the federal response to Presidally Declared Disasters.
  - Positioning staff and supplies and assessing what other federal agencies are needed in the case of a natural disaster.
Environmental Protection Agency (EPA)

The following offices of EPA could be involved with supporting a response to a food emergency: Office of Pesticide Programs, Office of Water, Office of Solid Waste and Emergency Response. The EPA's homeland security activities for food and agriculture include the following:

- Measures to prevent the use of agricultural materials such as hazardous pesticides and the equipment used in their application, as terrorist weapons;
- Measures to protect the security of drinking water and wastewater systems, such as emergency response tools and vulnerability assessments;
- Information sharing about water security (Water ISAC);
- Measures to protect food from biological, chemical and radiological contamination due to acts of terrorism, e.g., through participation in federal preparedness exercises; and,
- Research and development regarding methods for detecting, treating and containing biological and chemical warfare agents and bulk industrial chemicals deliberately introduced into drinking water systems.

PRIVATE SECTOR

Private businesses and organizations may have plans to address emergencies. Food manufacturers are required to maintain records of suppliers and recipients in order to allow trace back and trace forward.

SECTION VII: TRAINING AND EXERCISES

TRAINING AND EXERCISES

The Emergency Food Safety Plan is intended to be used to train state employees and as a guideline for local public health jurisdictions. An emergency exercise should be planned occasionally for training purposes. This plan can be also used to crate a tabletop training module for local identities.

PLAN UPDATES

The Emergency Food Safety Plan will be updated yearly by the Food Safety/Food Defense Committee.
Directory of Contacts:

FIRST RESPONDERS; (Step One)

Customer – School Foodservice – Restaurant – Grocery – Distributor

Name_______________________________ Work#________________________
Title or Division________________________ Alternate#___________________

Local Sanitarian
Name________________________________ Work#________________________
Title or Division________________________ Alternate#___________________

County Sanitarian
Name________________________________ Work#________________________
Title or Division________________________ Alternate#___________________

Local Law Enforcement
Name________________________________ Work#________________________
Title or Division________________________ Alternate#___________________

Doctor or Hospital
Name________________________________ Work#________________________
Title or Division________________________ Alternate#___________________

Veterinarian
Name________________________________ Work#________________________
Title or Division________________________ Alternate#___________________

Primary Responders; (Step Two)

STATE DEPARTMENT OF EDUCATION/ OFFICE OF PUBLIC INSTRUCTION

Name_____________________________ Work#________________________
Title or Division________________________ Alternate#___________________

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**DRIVERS AND TRANSPORTERS**

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**STATE DEPARTMENT OF HEALTH**

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**STATE DEPARTMENT OF LIVESTOCK**

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**STATE DEPARTMENT OF AGRICULTURE**
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**STATE AGENCIES (SUPPORTING)**

**STATE DEPARTMENT OF ENVIRONMENTAL QUALITY**

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**STATE FISH, WILDLIFE, AND PARKS**

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**GOVERNOR'S EMERGENCY RESPONSE TEAM/GOVERNOR**

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FEDERAL RESPONDERS (STEP THREE)

**USDA - UNITED STATES DEPARTMENT OF AGRICULTURE**

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**FDA – FOOD AND DRUG ADMINISTRATION**

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**CDC – CENTER FOR DISEASE CONTROL**

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**DHS – DEPARTMENT FOR HOMELAND SECURITY**
ASSORTED OTHER GOVERNMENT ENTITIES/TRIBAL

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