

SES, INC.

NASDA and the Multi-State Partnership for Security in Agriculture

Food, Animal and Plant Emergency Response Plan
Templates

AFDO Food Defense Workshop

June 17, 2006



History – September 2004

- National Association of State Departments of Agriculture (NASDA) cooperative agreement
 - USDA, FDA and DHS
 - Develop best practices and guidelines for state and local emergency response efforts for incidents involving the nation's food supply
 - Designed to help states develop response plans that dovetail with the federal response protocols outlined in the NRP
 - Food and agriculture annex to the NRP

History – October 2004

- NASDA organized a workgroup to support and implement the scope and objectives of the cooperative agreement
 - Workgroup members included representatives from:
 - Federal agencies
 - State agriculture departments
 - State health agencies
 - NASDA's affiliate organization, the Association of Food and Drug Officials (AFDO).

History – Nov 2004 to April 2006

- NASDA and MSPSA contracted with SES
 - Gathered survey information on state emergency response systems;
 - Collected and inventoried all existing emergency response plans, training programs, veterinary programs and exercises relevant to the food production chain, including crop and livestock plans;
 - Reviewed and evaluated the state emergency response plans for commonalities, differences, potential conflict, best practices, and gaps; and,
 - Created a database with all survey information and analysis of state emergency response plans.

History – April 2005

- NASDA workgroup, MSPSA and SES began developing emergency response plan templates
 - States could use as a tool for developing their own response plans.
 - The templates were based on the information and response plans collected from the states.
 - They were designed to provide seamless coordination between states and localities and the NRP.

History – July 2005

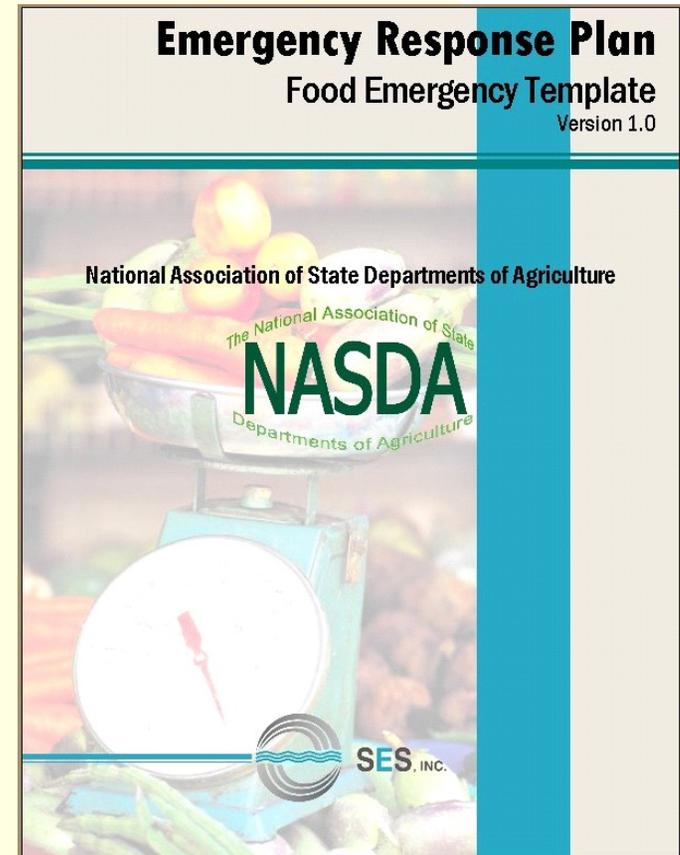
- Model food template was distributed to a panel of experts for additional review
 - Experts were recommended by the workgroup and represented various federal, state and local agencies and agricultural stakeholders.
 - Comments were incorporated into the template in late August 2005.

History – September 2005

- Workgroup selected three states to evaluate or “test” the food template – Illinois, Michigan and Oregon.
 - Represented a range of existing food regulatory frameworks (within agriculture or public health agencies)
 - Reflected both urban and rural areas.
- The purpose of evaluation was to:
 - Determine if states could utilize the template to develop their own emergency response plan;
 - Identify any gaps in the template; and,
 - Gather additional input on the template.

History – Dec 2005 to Feb 2006

- Workgroup conducted a final review and finalized the document.
- Model food emergency response plan template released late February 2006.

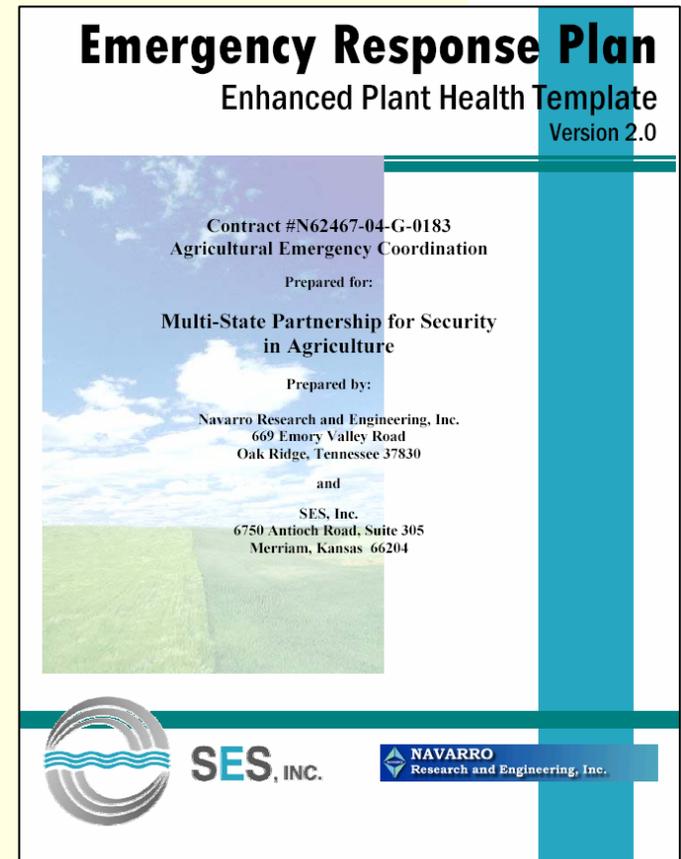


History – November, 2005 to April, 2006

- SES worked with the Multi-State Partnership for Security in Agriculture (Partnership) to assist in the development of state emergency response plans.
 - Developed a facilitated plan development activity (FPDA).
 - FPDA designed to walk states through a mock intentional food contamination situation.
 - Question based.
 - Developed one plan for each of the 11 partnership states

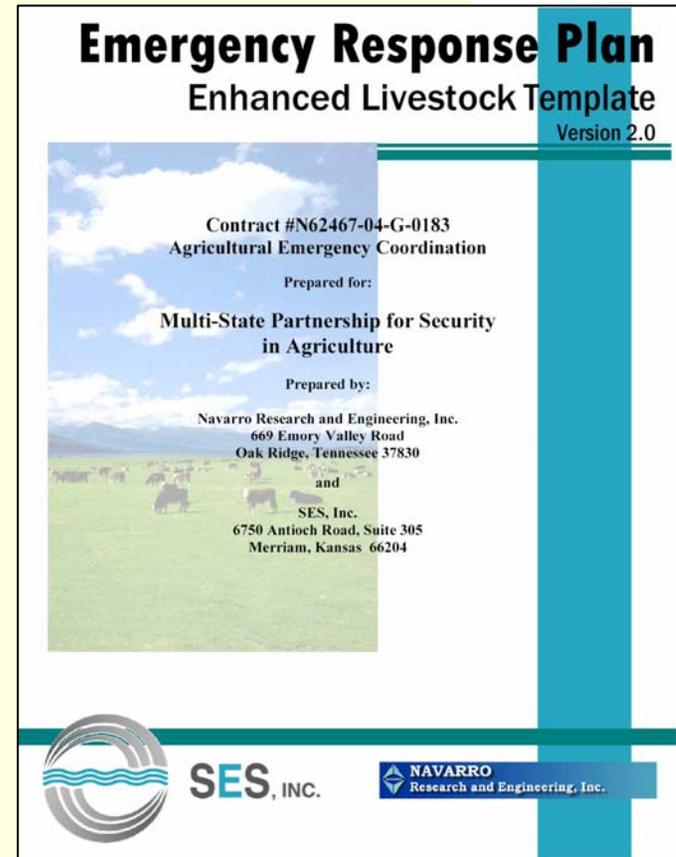
History – July, 2005

- The MSPSA Finalized the Plant Health Emergency Response Plan Template



History – July, 2005

- The MSPSA Finalized the Livestock Emergency Response Plan Template



Template Design

- Templates are designed to assist states with developing a food, animal or plant health emergency response plan.
 - Identify how state efforts will integrate the NRP utilizing National Incident Management System (NIMS).
 - Describe how to integrate with local emergency response plans.
- Useful planning tools include the National Planning Scenarios, Target Capabilities List and Uniform Task List.

Template Contents

- Concept of operations
- Preparation and activation levels
- Roles and responsibilities (state, federal, local, tribal, private)
- Authorities and references
- Recovery
- Training and exercises
- Funding and compensation
- Plan updates

Template Function

- Assist states with development of either stand-alone plans or addendums to a state emergency response plan.
- States should form a planning group or committee to formulate these plans.
 - The group should represent the primary and supporting agencies to ensure comprehensive planning.
 - The group or committee will be responsible for clearly defining goals, objectives, roles and responsibilities, and other issues, and ensuring consensus among all stakeholders on the final plan.

Final Product

- A FERP will be a critical component of a State Emergency Operations Plan (SEOP).
- For states that already have emergency plans prepared, the templates can be used to review existing documents for completeness.
- Can assist planners with determining how a state will respond to all stages of a food, animal or plant emergency management cycle as defined by the NRP.

Lessons Learned from NASDA Verification

- FBI would be the lead in the criminal investigation only.
- Typically, the lead agencies would be the state department of agriculture and the state department of public health, working in a unified command.
- Partial activation of the state EOC would likely occur before the event becomes full-blown.
- The lead in a state's operational management should be deferred to subject matter experts (i.e., the appropriate agency). Often the Emergency Management Agency will lead the coordination of events.

Lessons Learned (continued)

- Elected officials need to be included in roles and responsibilities for states. Elected officials often serve in the SEOC and need to be trained and aware of different types of emergencies.
- International response roles need to be included in the event that Canada or Mexico is involved with a food contamination investigation.
- Once the incident is identified as a terrorist act, all lab samples are split to the FBI. For a level of credibility in a criminal investigation, FBI labs would make the determination of criminal intent and provide the final report.

Lessons Learned (continued)

- State Civil Support (National Guard) and HAZMAT teams would likely be involved with sample collection due to risks of handling suspect foods. These groups are typically trained to handle suspect agents safely.
- The state medical examiner should be considered a resource of information when it comes to unexplained deaths.
- VOADs need to be cross-referenced when looking at how many volunteers are available for a response. Many people join multiple organizations, which may affect the actual numbers of volunteers available for a response.

Lessons Learned (continued)

- Pharmacies need to be included in the local response roles.
- For a rapid trace-back to occur, all industries (food retailers and restaurants) should be required to maintain purchase records. In some states, only food retailers have that requirement.
- Decontamination of affected processing plants will only occur after the FBI completes its investigation.
- States cannot mandate a recall of affected food products. Currently, states can only request that an industry impose a voluntary recall of food products.

Lessons Learned (continued)

- Industry roles need to be realized by states. Industry will have a role in recall and trace-back. Best practices show that, at a minimum, consideration should include the state's major trade associations in the SEOC or at least have them attend food safety meetings.
- Chain of custody needs to be trained at all levels of government. Chain of custody is frequently lacking at the local level until the incident is identified as a criminal act, then evidence may be tainted. SOPs need to be implemented and followed.

Interesting Findings

- Those at the SEOC may not have the training necessary to handle a food, livestock or plant emergency.
- For new chemical and biological agents, labs typically run a battery of tests to determine what is not present in the sample.
 - Identification may take a long time or may never be made.
- Frequent shopper cards (loyalty cards) may help in trace-back.

FPDA Results

- FPDA proved valuable to states
 - Brought key stakeholders from federal, state, local and private entities together.
 - State department of agriculture
 - State department of public health
 - USDA
 - FBI
 - Local health departments
 - Trade associations
 - Allowed stakeholders to work through issues and misconceptions.

Lessons Learned from FPDA

- Identified potential programs and trainings that the Partnership could undertake to prepare for a regional food-related emergency.
 - Recovery efforts
 - Regional communication channels
 - Needs assessments
- Many of the same concerns were raised from the FPDAs that were raised from the NASDA template verification activities.

Where to go from here?

- Food and agricultural response plans should be developed and in place
 - Training on these plans should be conducted
 - Conducting exercises without formal plans in place and appropriate training is not an efficient use of limited resources
- ***Food defense planning is essential and needs priority status.***