



# Emergency Operations Plan (EOP)

OCTOBER 2014

## Plan Updates

DATE	SECTIONS UPDATED	BY WHOM

### ACKNOWLEDGEMENT

This plan was developed and written by the consultant team of Margaret Melsh, Kelle Rimmel and Annamaria Swardenski. October 2014



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## Executive Summary

The California Association of Food Banks (CAFB) Emergency Operations Plan (EOP) is designed to enhance the effectiveness of CAFB's operations of essential services following a disaster or other emergency. The EOP is an all-hazards response plan. In terms of scope, it applies to the geographic area of the state served by CAFB and its member food banks and to the response and recovery time period. The EOP outlines roles and responsibilities of key government agencies, nonprofit organizations and industry partners. The Concept of Operations describes the activation of the plan, alert and notification of staff, the incident organization and staff assignments, operational locations, public information, information management, transition to long-term recovery and demobilization.

The plan also features a detailed description of how CAFB, in times of disaster, carries out its three essential services:

- Delivery of produce statewide through the Farm to Family program
- Communication and coordination with internal and external partners
- Advocacy on behalf of food banks and the communities they serve

The EOP also includes a section on operational priorities and objectives and a section on plan maintenance.

## Introduction and Overview

### Purpose

This Emergency Operations Plan (EOP) establishes a framework and organizational structure that CAFB can utilize in responding to and recovering from a major disaster. By establishing a coordinated plan prior to a disaster, CAFB will more quickly harness and allocate resources to where they are most needed.

### Disaster Mission Statement

The disaster mission of the California Association of Food Banks is to assist food banks and the communities they serve through communication, collaboration and coordination in order to ensure availability of adequate resources for those most in need.

For all disasters, CAFB's essential services in priority order will be to:

- Maintain delivery of produce statewide through the Farm to Family program
- Communicate and coordinate with internal and external partners
- Advocate on behalf of food banks and the communities they serve

### Scope

The EOP addresses the overall concepts for the coordination of services following a disaster in any region of the state served by CAFB. The plan is intended to be applicable to all hazards and scalable to the size and scope of an event. The geographic area covered by this plan is the state of California and areas served by CAFB. CAFB could be called on to provide mutual assistance to other states and may also request mutual assistance from other states.

### Goals

The goals of the EOP are to:

- Delineate the mission and operational priorities of the organization for disaster response and recovery
- Align CAFB planning with the Standardized Emergency Management System (SEMS) and National Incident Management System (NIMS) and Incident Command System (ICS) used by local, state and federal government, other community based organizations and the private sector
- Provide a framework for delivering the essential services CAFB will provide following a major disaster

## Relationship to Other Plans

The Emergency Operations Plan (EOP) is the base plan for CAFB. The EOP:

- Defines the overall role of CAFB in the community for disaster response
- Delineates roles and responsibilities of key agencies and organizations
- Identifies operational priorities for the time periods following a disaster
- Outlines a general concept of operations

For the Farm to Family program, an Annex plan has been developed in support of the EOP, the Continuity of Operations Plan (COOP). The COOP provides guidance for CAFB staff on resuming critical Farm to Family operations, provides direction on how CAFB can continue these services in the event of an emergency or disaster situation, and initiates steps of a restoration process for Farm to Family. The COOP provides the business continuity needed to accomplish the Farm to Family mission under a broad range of circumstances and types of disasters including natural, man-made or technological.





## Situation and Assumptions

### Potential Hazards

This plan has been developed using an all-hazards approach. Because CAFB's service area encompasses the state, the hazards that could impact CAFB's services to its member food banks are many and varied; they include the following:

- Earthquakes
- Floods
- Freezes
- High winds
- Fires
- Major power outages
- Drought
- Tsunamis
- Dam failures
- Hazardous materials events (explosions, spills, releases)
- Transportation-related accidents
- Pandemics and other health-related events

Oakland (where CAFB is located) and the San Francisco Bay Area are at significant risk for a number of these types of events. For more details, see Page 7 of the Continuity of Operations Plan (COOP), "Hazard and Risk Analysis / Site Vulnerability."

### Assumptions

For disasters anywhere within the state, in the affected area, it can be assumed that:

- Local/regional transportation routes may be affected.
- Communications by normal methods may be cut off or limited.
- More people may need food than would normally.
- Local food bank staff may be unavailable or smaller in number than usual.
- Local food bank facilities may be damaged and unusable.

For a major local or regional disaster having direct impact on CAFB operations, in addition to the above assumptions, the following statements may be assumed:

- Normal routines will be disrupted.
- CAFB's facilities may be damaged and unusable.
- There will be staff shortages due to employees caring for their homes and family and/or inability of staff to reach the Oakland offices.
- Police, fire, paramedics and 911 response will be overrun the first few days. Help from these resources is likely to be delayed.
- Utility services (water, electricity, gas, garbage) may be unavailable for extended periods.

## Roles and Responsibilities

The following agencies and organizations are those that CAFB works with or may work with during a disaster or emergency.

### Non-Governmental Organizations

#### Feeding America

According to its January 2009 Network Disaster Relief Operations Plan, FA “works in coordination with other disaster relief organizations to make donated food and other essential grocery items available to those in greatest need following a disaster.” The plan recognizes that disasters are best handled locally and FA steps in when local resources are depleted or local capacity is overwhelmed. National resources may be requested to support a Network Member once it has been determined that a disaster has impacted a minimum of 1000 households. When that threshold is reached, a network member may request national office involvement.

Examples of the kinds of actions FA may undertake with regard to a disaster situation include the following:

- Act as key contact and overall coordinator of national relief efforts
- Serve as primary liaison with other national disaster relief agencies
- Assist with assessment of disaster severity and with identification and coordination of appropriate supplemental resources for affected member(s)
- Coordinate product donations at national level

#### Food Banks (CAFB members and non-members)

CAFB has more than 40 local food bank members (*See Attachment 1 - CAFB Food Bank Member List*). They serve communities across the state, including the urban and suburban population centers in the Bay Area, Southern California and Central Valley, as well as the more rural and remote areas (*See Attachment 2 - Map Depicting Locations of CAFB Food Bank Members*). In addition there are food banks throughout California that may or may not be CAFB members but which serve as Emergency Food Assistance Providers (EFAP) and distribute USDA food commodities on a monthly basis to low-income individuals and families. (*See Attachment 3 - California Emergency Food Assistance Providers Contact List*) During disasters and emergencies, local food banks do their best to continue serving their communities and are often challenged to ramp up to meet growing food needs of people affected by the disaster.

Recognizing that a major disaster in the region could seriously impact their ability to maintain services, five food banks serving eight counties in the Greater Bay Area have developed and signed a mutual assistance agreement. This group is currently developing plans and procedures to assist one another should the agreement need to be activated.

### **Voluntary Organizations Active in Disasters (VOAD)**

VOAD is a membership organization of voluntary organizations (predominantly faith-based) that provide a wide variety of disaster-related services. National VOAD encompasses all 50 states and 6 territories, each of which has its own VOAD. California is unique in that it has two “state-level” VOADs: Northern California VOAD (NorCal VOAD) and Southern CA VOAD (SoCal VOAD). SoCal VOAD’s service area covers the ten southernmost counties and NorCal VOAD covers the remaining 48 counties. Each of SoCal VOAD’s ten counties is served by a local VOAD and there are also 12-15 local VOADs serving Northern CA counties.

Organizations with key roles in feeding that participate in the state-level VOADs and often in local VOADs include The Salvation Army, the American Red Cross, and others. Food banks typically participate in their local VOAD. VOADs at all levels coordinate closely with government agencies in all phases of disaster – preparedness, response, recovery and mitigation.

In an emergency, NorCal VOAD and SoCal VOAD initiate and maintain communication with their constituent organizations and with regional and State government agencies. Upon request, they send a representative to the Regional Emergency Operations Center (REOC) and the State Operations Center (SOC). Disaster-related actions for these VOADs may include convening meetings of members and partners to support response and recovery; serving as an information conduit regarding services rendered by members; supporting local VOADs; responding to requests for information and resources; and providing technical assistance for startup and maintenance of long-term recovery organizations in affected areas.

## **Industry Partners**

### **Growers, Packers and Shippers**

Growers, packers and shippers provide fruits and vegetables at very little cost or no cost to CAFB’s Farm to Family program for distribution to the latter’s network of food banks. This would not change during an emergency unless the emergency directly affected the grower or packer. In some cases, growers have been able to provide additional product to CAFB to support disaster operations. During emergencies some growers/packers may need to hold off on their produce donations until these can be brought in to an affected area.

### **Trucking Companies**

Truckers for Farm to Family provide critical services on a day-to-day basis, moving produce from farms and packinghouses to food banks around the state. Farm to Family operates on a hub-and-spoke system. Truckers deliver food to “hub” food banks, which in turn distribute it to their own designated “spokes” – these could be other food banks as well as local food pantries and other distribution points. In a normal week, depending on season, there are 60-100 trucks on the road, each carrying one shipment of produce. A disaster would affect only those truckers in or headed for the disaster area. During an emergency or disaster situation, it is assumed that other truckers across the state in un-impacted areas would continue to operate as usual.

## Government

### **California Governor's Office of Emergency Services (Cal OES)**

Cal OES is the lead agency for implementation of the State Emergency Plan (SEP). In collaboration with other State agencies, Cal OES staffs and leads the State Operations Center (SOC) and the Regional Operations Centers (REOCs) when these are needed during emergencies. The SEP describes the emergency management organization for the State and roles of key agencies.

The SEP is supplemented by 18 Emergency Function (EF) Annexes, which may be activated during emergencies. Led by a State agency, each Emergency Function is designed to bring together discipline-specific stakeholders to collaborate and function within the four phases of emergency management: mitigation, preparedness, response, and recovery. The EF Annexes are not operational plans but each one provides a concept of operations for overall coordination of activities that would take place under that particular emergency management function. Each annex identifies lead, primary and supporting agencies/departments and their respective roles.

The EF Annexes that may have a bearing on CAFB and food bank emergency operations are the following:

- EF 1 – Transportation
- EF 6 – Care and Shelter
- EF 11 – Food and Agriculture
- EF 17 – Volunteer and Donations Management

### **California Dept. of Food and Agriculture (CDFA)**

CDFA administers and regulates agricultural goods and services in California. Its dual mission is to protect and promote the efforts of the state's farmers and ranchers while ensuring that safety standards are maintained at the consumer level. During emergencies and disasters, CDFA is a source of information on farmers and donors.

### **California Dept. of Social Services (CDSS)/The Emergency Food Assistance Program (EFAP)**

CDSS oversees EFAP, in which California food banks participate. EFAP provides United State Department of Agriculture (USDA) commodities on an ongoing basis to a network of food banks across the country for distribution to eligible individuals and households within the food banks' respective service areas. EFAP offers an immediate means of providing food to those in need during an emergency or disaster. States determine the income eligibility guidelines and disaster survivors often qualify. In California, 40 food bank members of CAFB participate in EFAP.

In Presidentially declared disasters the food needs of disaster victims are met through the Department's Emergency Welfare Services' Mass Care and Shelter Program. This program provides

meals at shelters and may use mobile feeding units to reach victims in outlying areas, when large numbers of people have been forced from their homes and have no access to cooking facilities.

The Disaster Services Bureau of the California Department of Social Services supports local emergency agencies in order to provide temporary shelter for those who cannot safely remain in their homes due to a disaster or emergency. Shelters are generally opened and operated by the American Red Cross, assisted by local or county employees. Meals are provided at the shelters and also are provided for disaster victims who have been able to remain in their homes, but are unable to prepare meals. The mass care and shelter disaster response function is delegated to the Disaster Services Bureau of the California Department of Social Services through an Administrative Order by the California Governor's Office of Emergency Services (Cal OES).

Disaster CalFresh (D-CalFresh), federally known as the Disaster Supplemental Nutrition Assistance Program (D-SNAP), is a way to meet the temporary nutritional needs of disaster victims within a 30-day period, following a natural disaster such as a flood, fire, earthquake or any other natural disaster. D-CalFresh provides a month's worth of benefits on an Electronic Benefit Transfer (EBT) card that can be used to purchase food at authorized retail stores. D-CalFresh is only available when all of the following elements occur:

- A Presidential Declaration for Individual Assistance has been declared in the affected area;
- Commercial channels of food distribution have been disrupted and those commercial channels have been restored; and
- The State of California has been approved to operate a D-CalFresh program. The 58 County Welfare Departments (CWDs) administer CalFresh and in the event of a disaster administers D-CalFresh. The affected county is responsible for submitting an application request to implement a D-CalFresh or program waivers; whichever is the most appropriate response, to CDSS for review. CDSS will forward the application request to the United States Department of Agriculture, Food and Nutrition Service (FNS) for final approval.

### **Alameda County Office of Homeland Security and Emergency Services (OHSES)**

As the lead for the Alameda County Operational Area (consisting of all the political subdivisions within the county's geographical footprint), OHSES serves as a coordinating link between the local government level and the region level of state government. Alameda County's Operational Area responsibilities include:

- Coordinating with the various jurisdictions and organizations to deploy field-level emergency response personnel,
- Activation of the emergency operations center (EOC) and

- Issuing orders to protect the public.

OHSES staffs and leads the Operational Area EOC when the latter is activated.

**City of Oakland Emergency Management Services Division (EMSD)**

When there is an immediate threat or actual emergency, Oakland’s EMSD implements the City’s EOP and takes actions to mitigate or reduce the emergency threat. The City’s actions may include deploying field-level emergency response personnel, activating the EOC and issuing orders to protect the public. EMSD establishes the City’s EOC when needed during emergencies and disasters.





## Operational Priorities and Objectives

This section identifies the critical operational priorities and objectives for CAFB's emergency operations. Just as circumstances change over the time period following a disaster, so do an organization's operational priorities and objectives. The priorities and objectives for CAFB are presented in association with three different time periods:

- Emergency/Early Response
- Response and Relief
- Short Term Recovery

The last of these phases includes the transition to a long-term recovery process. It involves establishing systems for ongoing maintenance of systems and processes and is addressed towards the end of this plan.

In general, the operational priorities involve determining the needs of those affected by the disaster; prioritizing allocation of available resources; communicating with food banks, government agencies and other partners; and refining operational systems for receiving, processing and distributing food distributions.

### Emergency/Early Response

The following are general operational priorities for the first few hours to few days after an event takes place. It begins with the recognition that an event has occurred and identifies priorities and objectives for this timeframe.

#### Priorities

- Establish operational capacity and methods for conducting response activities
- Establish communications systems with staff and outside agencies
- Determine resources needed to conduct essential functions

#### Objectives

- Activate Incident Command System (ICS) functions and Emergency Operations Center (EOC)
- Determine EOC location whether primary or alternate
- Determine staffing resources
- Assess road closures and capacity to travel in and out of affected areas

- Establish communications with food banks, growers, truckers and external partners
- Adjust food distribution operations in and out of impacted areas as the local situation dictates
- Begin advocacy efforts as needed with other agencies

## Response and Relief

The following are general operational priorities for the period from a few days to a few weeks after an event takes place.

### Priorities

- Implement system and processes for sustained operations in and out of impacted areas
- Establish communication with government agencies and other food providers to identify existing and ongoing needs
- Coordinate food distribution with government agencies and other food providers

### Objectives

- Contact Food Banks to assess capacity and resource needs
- Refine communication and coordination with food banks, growers, truckers and external partners
- Continue to engage in advocacy efforts as needed
- Determine plan for continuous operations
- Connect with government agencies and assess needs; coordinate provision of food with other providers
- Establish communications capabilities as more services become available
- Begin to prepare for transition to long term recovery
- Begin to plan for demobilization

## Short Term Recovery

The following are general operational priorities for the period for a few weeks to a few months after an event takes place.

### Priorities

- Continue to implement system and processes for sustained operations in and out of impacted areas
- Continue to collaborate and coordinate food distribution with government agencies and other food providers

- Identify and track unmet needs

### Objectives

- Continue to implement the systems and processes for receiving, tracking, and distributing food
- Collaborate and continue to communicate with food banks, growers, truckers and external partners
- Continue to provide advocacy as needed in coordination with other agencies
- Report to key agencies of the role of CAFB in the response and recovery to date
- Continue to identify and track unmet needs and develop a strategy for CAFB's role in long term recovery
- Plan for transitioning to day-to-day operations



## Concept of Operations

The concept of operations presents an overall framework for CAFB's role in response, relief and recovery. It delineates operational roles and responsibilities for the overall management of the emergency or disaster. It also aligns with SEMS and ICS, which are utilized by government, community-based organizations and the private sector for the management and organization of disaster response throughout the state of California. The operational roles are designed to support the delivery of essential services by CAFB in times of disaster.

Additionally, the concept of operations outlines specific operational strategies for working with food banks, local and state government and other community-based organizations.

### Essential Services

In order to meet CAFB's stated disaster mission, the following essential services and priorities have been established. In priority order, they are:

- 1) Maintain delivery of produce statewide through the Farm to Family program
- 2) Communicate and coordinate with internal and external partners
- 3) Advocate on behalf of food banks and the communities they serve

### Maintaining Farm to Family Operations Statewide

#### Overview of Farm to Family Operations

Fresh produce is a critical resource for food banks in California and the communities they serve. Farm to Family coordinates the delivery of fresh produce to its member food banks around the state. The program operates on a hub-and-spoke system. In essence, Farm to Family arranges with trucking companies to pick up product at specific growers and packers and deliver it to designated food bank hubs around the state. After receiving a delivery, the hub food banks turn around and distribute the product to their respective "spokes" – these are other food banks as well as local food pantries and other distribution points.

In order to implement the system, Farm to Family employs solicitors who work directly with the growers and packers to identify what items are available, when and where. Farm to Family staff then arrange with the truckers to pick up the product and deliver it to the hubs. In a normal week, depending on season, there are 60 to 100 shipments. The system depends to a large extent on the ability of all system components – Farm to Family staff, growers, packers and truckers – to communicate. Because the situation changes daily, frequent communication is required.

## Emergency Operations

In a disaster, adjustments to normal operations may be required, for example:

- Food banks in the affected area may be damaged or otherwise unable to accept produce delivery for a short or extended time period.
- Transportation routes into an affected area may be closed, or access to them limited or challenging.
- Produce shipments may need to be held back at the growers or packers until those receiving the shipments can confirm their operational status and ability to receive and distribute shipments.
- Produce shipments en route may need to be redirected; truckers may be asked to deliver to another food bank or to layover for a short time.

Farm to Family staff are used to dealing with minor emergencies that come up in day-to-day operations. As such, F2F staff are prepared to implement adjustments to normal operations, even in disasters, as long as they have the ability to communicate with growers, packers and truckers. When the functionality of Farm to Family's Oakland office is disrupted, CAFB leadership will activate the Farm to Family Continuity of Operations Plan (COOP) in order to sustain Farm to Family's vital service of distributing fresh produce. The COOP provides more detail on resources and alternative resources to sustain this critical program.

## Farm to Family Staff

The Farm to Family produce delivery system is staffed by the following CAFB positions:

- Farm to Family Director
- Farm to Family Operations Manager
- Farm to Family Coordinator
- Farm to Family Assistant
- Dispatcher

## Communication and Coordination

CAFB communicates and coordinates with government agencies and nonprofit organizations to ensure its operational effectiveness and successful coordination with the emergency response system. Effective communication and coordination enables:

- Real time situational awareness of the disaster (e.g., current road closures, power outages)
- The opportunity for CAFB to request outside resources to meet needs
- The opportunity to receive prioritized resources such as internet and phone connectivity when integrated into the overall emergency response system (especially given the priority of providing life sustaining resources after a disaster)

- An understanding of who is providing what services and where (e.g., local, state and federal food programs working in conjunction with food banks)

In a disaster, CAFB may communicate and coordinate with the following agencies and organizations:

**California Food Banks:** California food banks in an impacted area may make requests for additional food to meet the demand for food resources. In a non-impacted area, member food banks may supply surplus food if possible to help meet immediate needs until more state and federal resources become available. CAFB will communicate needs with food banks: for example, CAFB may request bottled water from food banks outside the disaster area and may coordinate with them in regard to allocation of bottled water.

**California Office of Emergency Services:** When the State Operations Center (SOC) is activated, CAFB may be contacted in regard to food or food bank-related issues. Conversely, CAFB may contact the SOC to request information (such as road closures) and to request resources if needed. Certain State agencies may establish Department Operations Centers (DOCs) and CAFB may be in communication with these DOCs instead of, or in addition to the SOC.

**California Department of Social Services (CDSS):** CAFB communicates with CDSS regarding what kind of food is available, what kind of reporting is required for food distribution and what limits may need to be placed on food distribution.

**Governor's Office:** Along with other state agencies, typically requests information and data in real time, which can place a difficult burden on food banks in the affected area. CAFB may step in to help (see also section in EOP on Information Management).

**California Volunteers:** As the state agency overseeing coordination of volunteers and donations as well as providing support to VOADs, CV will want information about what food banks are doing and expect to be in communication with CAFB. For major disasters, CV will have a representative in the SOC.

**California Dept. of Food and Agriculture:** CAFB coordinates with Food and Agriculture in relation to farmers and donors, which can receive a tax credit for their donations. Because an area affected by disaster would probably not be accepting fresh fruits and vegetables for a short period of time, CAFB would probably not be in communication with them until after first few days.

**Feeding America:** CAFB may not typically work directly with Feeding America but it would depend on the situation. For example, if CAFB needed skilled workers, trucks or food from another state, a request would be made to Feeding America. Feeding America may also be the source of large donations, which may require coordination with CAFB. CAFB may also coordinate with Feeding America in regard to requests for and allocation of bottled water.

**Northern California VOAD:** CAFB is on the outreach list for NorCal VOAD and will be notified of any meetings/conference calls that follow a major disaster and involve state and local agencies and government partners. A representative of CAFB should plan to participate.

**American Red Cross:** May coordinate with CAFB in regard to food resources for mass feeding and sheltering sites.

**The Salvation Army:** May coordinate with CAFB in regard to food resources for mass feeding and sheltering sites.

**Goodwill Industries:** CAFB may communicate and coordinate with them regarding unsolicited donations.

**Donors and Potential Donors:** In some cases, donors may involve CAFB as a pass-through for monetary donations to member food banks.

### Advocacy

CAFB plays a unique role in advocating for equitable food distribution, both on a day-to-day basis and in disaster response. Working with CDSS and other governmental organizations, they will lobby to ensure all people have access to adequate food. This may involve:

- Identifying accessible locations for where food will be distributed – rural, urban, suburban, etc. especially in impacted areas
- Determining when food will be distributed so it is accessible to people with different work schedules, modes of transportation (walking vs. driving, bus routes, etc.)
- Advising on means of service delivery such as how to distribute, establishing pick-up locations, delivery to points of distribution, etc.
- Advocating on who qualifies for food and eligibility requirements for produce and/or food stamps, e.g., not asking migrant farm workers to produce documentation from employers, etc.

Advocacy typically takes place with State government organizations where policies are established on statewide food distribution. These agencies include CDFA, the Governor’s Office, California Volunteers, California Office of Emergency Services, and the Department of Public Health. As needs emerge during a disaster, CAFB will communicate and coordinate with these different agencies, including federal government food programs to help ensure that food resources get to the greatest number of California residents as possible.

Advocacy is an ongoing process and may involve working with any of the following organizations:

**Governor’s Office:** CAFB may be advocating that the Governor ask the federal government for Disaster Food Stamps or more food needed in impacted areas.

**California Volunteers:** Working with the Director as another means of communication and coordination with the Governor’s Office.

**Department of Food and Agriculture:** Would advocate with this agency if more produce were needed.



**CDSS:** May have to inform staff tasked with communicating with food banks about how food banks function. CAFB advocates for reasonable policies and procedures and for elimination of unnecessary restrictions. CAFB may be advocating with CDSS in regards to Disaster Food Stamps or more food needed in impacted areas. (*See Attachment 4 - An Advocate's Guide to Disaster Food Stamps*)

**CDSS and Federal Government re CalFresh:** CAFB will advocate with these organizations for reasonable policies and procedures for food distribution and for elimination of unnecessary restrictions.

**EFAP/TEFAP:** CAFB may advocate for more federal government commodities in disasters. CAFB also needs to address some unhelpful practices that may arise regarding equitable distribution.

## Activation

This EOP may be activated at any time that the delivery of CAFB services is impacted by a disaster.

The CAFB Executive Director determines activation of the Emergency Operations Plan. Activation considerations may include immediate need or threat as determined by the Executive Director or a request from a non-profit organization or government agency. Upon activation, the Incident Commander and/or his designee will activate the Incident Command System (ICS) for the management of the organization's overall disaster response. The ICS structure can be activated by function as needed based on the size and scope of the emergency or disaster.

In the event of a disaster that disrupts the functionality of CAFB's corporate offices, the Farm to Family COOP outlines how CAFB can resume business operations as quickly as possible in order to continue providing for the coordination and delivery of food resources.

## Alert and Notification

Staff alert and notification of activation will take place utilizing normal communications methods, including landline phones, cell phones, texting and email. Alert and notification activities may include updates on staff and facility status and availability, information about utilization of alternate sites, information on whether staff should report to work, and other directions to staff. CAFB is in the process of building alternate communication systems to be utilized in emergency response.

## Emergency Operations Center (EOC) Location

The Emergency Operations Center is the central location for organizing and managing CAFB's response to the disaster. The primary EOC location is the CAFB office in Oakland at 1624 Franklin Street, Suite 722. In the event that this space is not accessible or available CAFB is exploring alternate locations for the EOC.

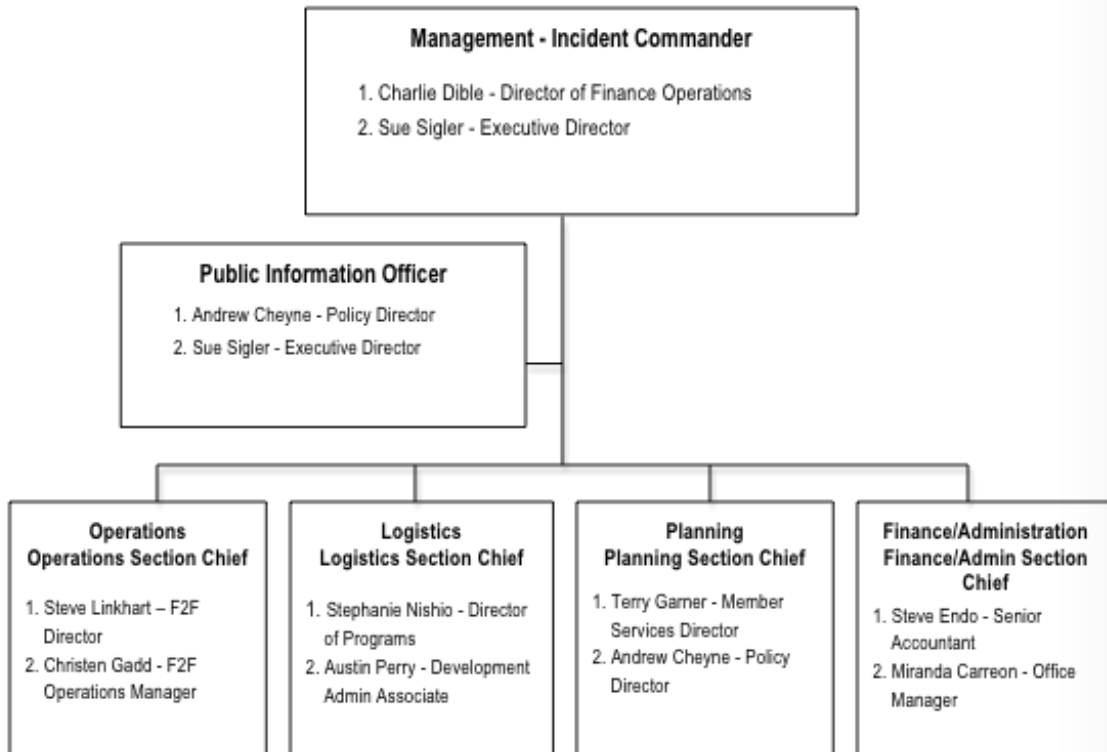
CAFB has identified the following alternate locations for carrying out essential Farm to Family functions in the COOP. The first alternate location is the Alameda County Community Food Bank located at 7900 Edgewater Blvd in Oakland. The second and third alternate locations are the two locations of the Food Bank of Contra Costa and Solano Counties. The second alternate address is 4010 Nelson Ave in Concord and the third alternate is 2339 Courage Drive, Suite F in Fairfield. Utilization of any alternate sites for Farm to Family will be determined based on the severity and impact of the disaster. See the COOP, page 11, "Alternate Facilities" for additional location and contact information.

If more practicable under the circumstances, the Incident Commander and Team Chiefs should communicate via conference call, or any other readily available means.

## Incident Organizational Structure

The organizational structure is based on the Incident Command System (ICS). The ICS functions allow for the effective staffing of emergency response operations and communication using common terminology and operating procedures. ICS efficiently organizes an organization's emergency response activities and allows them to more successfully integrate with government emergency response organization. The ICS structure is a tool to organize staff for managing the disaster. ICS is modular and the functions can be activated only as needed. One person can assume more than one role and take on multiple functions, especially when staffing resources are limited in response and recovery. In some cases, one person could even assume multiple or all functions.

### *California Association of Food Banks Incident Command Structure (ICS)*



## ICS Section Descriptions

The following section highlights the basic role of each position.

### **Incident Commander – Director of Finance Operations**

- Responsible for overall management and coordination of response to the incident
- Leads organization's response
- Assesses the situation, defines problems and establishes priorities for action
- Authorizes the expenditure of resources on operations
- Assigns staff to priority functions
- Ensures staff safety
- Authorizes release of information and oversees public information
- Serves as the voice of the organization
- Provides policy interface with local and state government for emergency food distribution

### **Operations Section Chief – Farm to Family Director**

- Responsible for overseeing all of the operations for the provision of essential services. The key essential services CAFB will provide during a disaster in priority order are:
  1. Maintain delivery of produce statewide through the Farm to Family program
    - Leads interfacing with shippers, growers and partner agencies for food distribution
    - Provides IC with up to date information on a regular basis regarding impacted areas, food shortages, transportation capabilities, road closures, etc.
    - Provides operational updates to PIO as appropriate
  2. Communicate and coordinate with internal and external partners
    - Initiate communications with government and non-profit organizations to identify needs and coordinate resources for response and recovery operations
    - Coordinate with local and state government to receive status updates and situational information as it emerges for coordination efforts
    - Respond to requests for information with outside agencies
  3. Advocate on behalf of food banks and the communities they serve
    - Conduct outreach to State agencies to advocate for equitable food distribution from state and federal government
    - Help ensure all populations have access to fresh produce when possible

### **Logistics Section Chief – Director of Programs**

- Responsible for ensuring the safety and security of employees with the IC
- Coordinates procurement of anything needed to support Operations with the priority on resources to support the F2F
- Coordinates the provision of logistical needs for agency wide operations such as facilities, technology, transportation, supplies, materials, food, staff, volunteers, etc.
- Work with vendors to procure needed resources
- Requests and releases resources through the Incident Commander
- Obtain and provide Critical Incident Stress (CIS) resources for staff if needed

### **Planning Section Chief – Member Services Director**

- Responsible for collecting, evaluating and disseminating information regarding the organization's response to the event
- Tries to forecast and anticipate needs and resources for future planning – for example, assessing impact of disaster on transportation corridors and assets for transportation
- Assesses overview of the “big picture” and communicate regularly with the IC - for example, where the may be anticipated gaps or resources needed to sustain long-term disaster operations

### **Finance Section Chief – Senior Accountant**

- Responsible for ensuring financial resources are secure and available for response and recovery
- Responsible for tracking and documenting personnel and volunteer time, operations costs, materials bought and distributed
- Document all expenses related to disaster operations such as overtime, additional vendor expenses, and replacement of damaged items, etc.
- Tracking of all expenses is critical for potential eligibility for financial reimbursements
- Update IC on disaster expenses, both as they occur and estimates for activities into future operational periods

### **Public Information Officer (PIO) – Policy Director**

- Establishes and maintains contact with the media about the role of the organization in the response and recovery to the incident
- Communicates services CAFB is providing to the public as needed via press releases, television, radio and social media (See Attachment 5 - Press Release Template)
- Serves as a liaison with the PIO officers from the City of Oakland, Alameda County Operational Area and the state of California to ensure the distribution of consistent messaging to the public
- Transmits critical information to partner agencies via CAFB website updates, satellite phones and social media
- Monitors emergency information as transmitted by the media

## Incident Action Planning

Incident Action Planning is a tool used to build functional priorities for set time periods in disaster response and recovery. Incident Action Planning involves assessing the situation, identifying and setting objectives, coordinating objectives with either the management team alone or each section as needed in the ICS structure, completing objectives and determining policy and direction based on the capabilities to accomplish objectives. A key element of action planning is the development of SMART Objectives:

### SMART Objectives

- **S – Specific**
- **M – Measurable**
- **A – Attainable**
- **R – Relevant**
- **T – Time for Completion**

This approach helps ensure creation of objectives that are realistic and attainable in an emergency response environment.

Typically, incident action planning will be set for a time period of a one day shift, between 8-12 hours, and involves a constant process of evaluating and re-setting objectives as the disaster unfolds and additional information and resources emerge. Effective action planning involves strong communication with the Incident Management Team on a regular basis. This can be accomplished with regular meetings, overlapping shifts and tracking and sharing critical information and more situational awareness is developed about the disaster. (**See Attachment 6 – Incident Action Planning Worksheet**).

## Public Information

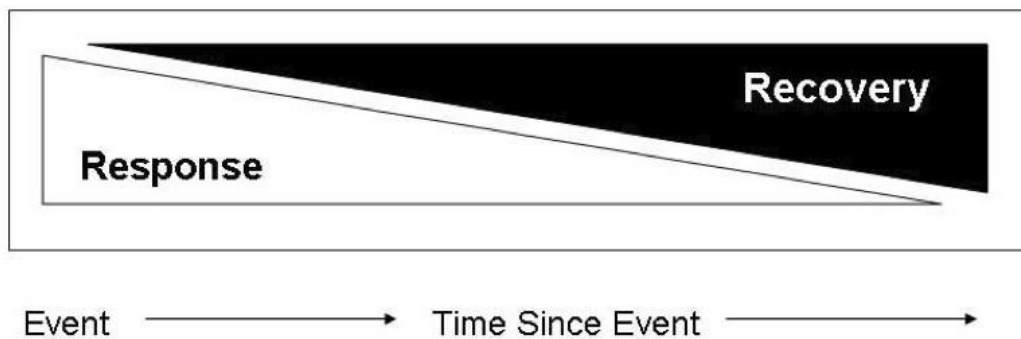
It is essential that CAFB work closely with the PIO officers from the City of Oakland, Alameda County Operational Area and the state of California to ensure the coordination of consistent messaging to the public. Local government, working with State and Federal government will establish a Joint Information Center (JIC) with PIOs from multiple agencies to coordinate and streamline messaging to the public. To the extent CAFB needs to communicate with the public, it is important CAFB's PIO is connected into this public information system for disaster response and recovery.

## Information Management

The collection, compilation and sharing of data is a key component of effective information management in a disaster. Food banks in the affected area get overtaxed on requests for information from a number of sources (including CaliforniaVolunteers, Governor's Office, county, media, donors, and others) regarding food needed, donations, etc. Developing a standardized system for tracking and distributing information may help reduce the amount of time it takes to respond to requests for information.

## Transition to Long-Term Recovery

Planning for long-term recovery begins early in the response phase as illustrated in the graphic below. It involves establishing a system for assessing ongoing needs and resources to continue providing management of extended operations.



## Demobilization

When CAFB demobilizes its emergency operations plan and transitions back to normal day-to-day operations, efforts should be made to address all outstanding issues by designated staff as ongoing recovery efforts continue. Capturing data while it is still fresh is critical for improving planning for future response efforts. A few key steps for demobilization are outlined in each section chief's position checklist to ensure that lessons learned are captured and gaps are addressed in the transition back to normal day-to-day operations.

Key components of demobilization include:

### Developing an After Action Report (AAR)

Lessons learned about response and recovery activities should be captured by debriefing key staff and partner organizations and included in an After Action Report. It is often helpful to bring in an outside third party to do this; staff can be facing burnout and a neutral party can gather the appropriate data. A final After Action Report should include:

- A description of the event
- A description of CAFB's response to the event
- Strengths and gaps in capabilities for response
- Total expenses incurred as a result of disaster operations
- Total amount of donations received to support operations
- External observations and comments (from government/partner agencies)

- Recommendations based on lessons learned, how response could have been more effective
- Corrective actions to incorporate in future planning

### **Providing Critical Incident Stress (CIS) De-briefing for Staff**

Workers responding to emergency events and or disasters may see and experience events that will strain their ability to function (even if not first responders on the front line). This includes CAFB staff providing service delivery to clients impacted by the disaster. The physical and psychological well being of those experiencing this stress, as well as their future ability to function through a prolonged response, will depend upon how they manage this stress. Debriefing by professional mental health counselors (provided by EAP or other available resource) will assist with a transition back to normal and minimize prolonged psychological impacts from the disaster.

### **Thank Donors**

It is important to thank donors and help them understand how their contributions played a role with the overall response and recovery of the community. While recovery may take place over many years, CAFB can still illustrate how contributions assisted in the response, relief and short-term recovery phases and help donors feel valued for helping the community by providing a valuable food resource to the impacted areas.

## **Plan Maintenance**

The process for maintaining the EOP is described in this section, which identified who receives and reviews the plan, how updates are to be integrated, how the plan is tested, how training and exercises enhance understanding of the plan, and how after-action review is conducted after the plan has been implemented, whether as part of an exercise or in response to a real emergency.

### **Plan Distribution**

Once completed and approved, the EOP is distributed to the staff and board of CAFB. Staff is expected to review the plan and any updates or revisions to the plan.

### **Plan Updates**

The CAFB Member Services Director is responsible for the maintenance, revision, and distribution of the plan. The CAFB Member Services Director conducts an annual assessment of the need for revisions to the plan based on the following considerations:

- Changes to government policies, regulations, requirements or organization that impact CAFB or local food bank services in disaster



- Changes to food delivery system components that impact CAFB or local food bank services in disaster
- Implementation of tools or procedures that alter or improve on EOP components

The CAFB Member Services Director maintains the record of amendments and revisions (in the table provided in the front of this document) to the plan.

## Plan Testing, Training, and Exercises

Testing of the effectiveness of the EOP involves use of training, exercises, and evaluation of performance in actual disasters to determine whether goals, objectives, decisions, actions, and timing outlined in the EOP led to a successful response.

Exercises are the best method of evaluating the effectiveness of the plan and are also a valuable tool in training staff. Exercises allow staff to become familiar with the procedures, facilities, and systems that they actually use or manage in emergency situations. Exercises involving CAFB staff will be conducted on a regular basis to maintain readiness. CAFB staff may also participate in exercises conducted by the State that give staff a chance to practice and test communication and coordination with outside agencies and organizations.

## After-Action Review and Corrective Action

After every exercise or disaster, an After-Action Report/Improvement Plan (AAR/IP) is completed. The AAR/IP has two components:

- AAR, which captures observations and recommendations based on achievement of incident objectives (see fuller description of AAR in de-mobilization)
- IP, which identifies specific corrective actions, assigns them to responsible parties, and establishes targets for their completion. The CAFB Member Services Director is the lead for development of the AAR/IP and convenes staff to discuss action items and solicit recommendations for improvement.

