

U.S. DEPARTMENT OF AGRICULTURE  
WASHINGTON, D.C. 20250

<b>DEPARTMENTAL REGULATION</b>	NUMBER: DR 1800-001
SUBJECT: Incident Preparedness, Response, and Recovery	DATE: February 9, 2022
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## 1. PURPOSE

This Departmental Regulation (DR) describes the incident preparedness, response, and recovery responsibilities of the United States Department of Agriculture (USDA), and designates the Mission Areas, agencies, and staff offices that will carry out these responsibilities at the international, national, state, and county levels. This regulation includes Continuity of Operations (COOP).

## 2. SPECIAL INSTRUCTIONS/CANCELLATIONS

- a. This DR supersedes DR 1800-001, *Incident Preparedness, Response, and Recovery*, dated December 2011.
- b. This policy is effective immediately when published and will remain in effect until superseded or expired.

- c. All USDA Mission Areas, agencies, and staff offices will align applicable policies with this DR within six months of its publication date, and review and update them annually or as needed thereafter.
- d. This DR uses standard and preferred words and phrases as defined in the Departmental Guidebook [\(DG\) 0100-002](#), *USDA Departmental Directives Definitions Glossary*.

### 3. SCOPE

This policy applies to all USDA Mission Areas, agencies, staff offices, Federal employees, and any category of non-federal employee who performs duties in partnership with or on behalf of USDA, such as consultants, contractors, advisors, volunteers, students, or interns.

### 4. BACKGROUND

Numerous laws, regulations, Executive Orders (E.O.), Homeland Security Presidential Directives (HSPD), Federal Continuity Directives (FCD), and Presidential Policy Directives (PPD) guide USDA on incident management and continuity. Additionally, other relevant documents, such as the National Response Framework (NRF) and the National Disaster Recovery Framework (NDRF), provide structure for managing incidents or events and resulting corrective efforts. This section provides an overview of the pertinent documents that USDA Office of Homeland Security (OHS) follows. Links to the complete documents are provided in Appendix B of this document, [Authorities and References](#).

#### a. Authorities

- (1) [Post-Katrina Emergency Management Reform Act of 2006](#) (PKEMRA)

The PKEMRA addressed shortcomings identified in the preparation for and response to Hurricane Katrina. The PKEMRA enhanced the Federal Emergency Management Agency's (FEMA) responsibilities and its autonomy within the Department of Homeland Security (DHS), significantly reorganized FEMA's organizational and management structure, provided the agency with substantial new authority to remedy gaps in preparedness and response, and included a more robust preparedness mission.

- (2) [National Disaster Recovery Framework](#) (NDRF)

The NDRF provides guidance that enables effective recovery support to disaster-impacted State, Local, Tribal, and Territorial (SLTT) jurisdictions. It also focuses on how best to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community and build a more resilient nation.

The NDRF establishes six Recovery Support Functions (RSF) that facilitate problem solving, improve access to resources, and foster coordination. These include Community Planning and Capacity Building (CPCB) Recovery Support Function, Economic Recovery Support Function, Health and Social Services Recovery Support Function, Housing Recovery Support Function, Infrastructure Systems Recovery Support Function, and Natural and Cultural Resources Recovery Support Function. Each RSF has coordinating and primary Federal agencies and supporting organizations that cooperate with SLTT government officials, non-governmental organizations, and private sector partners.

(3) [National Response Framework](#) (NRF)

The NRF explains how the nation responds to all types of disasters and emergencies. It is built on scalable, flexible, and adaptable concepts identified in the [National Incident Management System](#) (NIMS) to align key roles and responsibilities across the nation. The NRF describes specific authorities and best practices for managing incidents that range from the serious, but purely local, to large-scale terrorist attacks, or catastrophic natural disasters. The NRF is always in effect and elements can be implemented at any level to meet a scalable need.

The NRF establishes 15 Emergency Support Functions (ESF) that facilitate problem solving, improve access to resources, and foster coordination during response. Each ESF has coordinating and primary Federal agencies and supporting organizations that operate together with SLTT government officials, non-governmental organizations, and private sector partners.

(4) [National Oil and Hazardous Substances Pollution Contingency Plan](#) (NCP)

The NCP, 40 Code of Federal Regulations (CFR) § 300, is the Federal Government's blueprint for responding to both oil spills and hazardous substance releases. USDA's incident preparedness, response, and recovery responsibilities for the specific hazards covered under the NCP are addressed in [DR 5600-005](#), *Environmental Management*.

(5) [The Robert T. Stafford Disaster Relief and Emergency Assistance Act](#)

*The Robert T. Stafford Disaster Relief and Emergency Assistance Act* (the *Stafford Act*), Public Law (Pub. L.) No. 100-707, 102 Stat. 4689 (1988), codified as 42 United States Code (U.S.C.) § 5121 *et seq.*, describes the programs and processes by which the Federal Government provides disaster and emergency assistance to SLTT governments, eligible private nonprofit organizations, and individuals affected by a declared major disaster or emergency. The *Stafford Act* covers all hazards, including natural disasters and terrorist incidents.

b. [Agriculture Improvement Act of 2018](#)

The *Agriculture Improvement Act of 2018*, Pub. L. 115-334, authorized the Secretary of Agriculture to establish the USDA Office of Homeland Security; created the position of Executive Director of Homeland Security; identified the Executive Director as principal advisor to the Secretary on matters pertaining to homeland security, including emergency management and food defense; and assigned to the Executive Director responsibility for several programs and activities.

c. Homeland Security Directives (HSD) and Homeland Security Presidential Directives (HSPD)

HSPD are issued by the President on matters pertaining to Homeland Security. HSPD are not published in the Federal Register. Those that apply to USDA preparedness, response, and recovery responsibilities include:

- (1) [HSPD-5](#): *Management of Domestic Incidents*;
- (2) [HSPD-9](#): *Defense of United States Agriculture and Food*; and
- (3) [HSPD-10](#): *Biodefense for the 21st Century*.

d. Presidential Policy Directives (PPD)

PPD are used to implement Presidential decisions on national security matters. Beginning in 2017, new or renewed PPD are named National Security Presidential Memoranda (NSPM). The following apply to USDA preparedness, response, and recovery responsibilities:

- (1) [PPD-8](#): *National Preparedness*;
- (2) [PPD-21](#): *Critical Infrastructure Security and Resilience*;
- (3) PPD-40: *National Continuity Policy* (not available online);
- (4) [PPD-44](#): *Enhancing Domestic Incident Management and Response*; and
- (5) [NSPM-14](#): *Presidential Memorandum on the Support for National Biodefense*.

e. Federal Continuity Directives (FCD)

FCD are signed by the FEMA Administrator and prescribe the Executive Branch requirements for continuity programs.

- (1) [FCD-1](#) establishes the framework, requirements, and processes for development of continuity programs by executive departments and agencies. It specifies and defines the required elements of a continuity plan,
- (2) [FCD-2](#) implements the requirements of FCD-1, Annex B, (Essential Functions), and provides direction and guidance to Federal Executive Branch Departments and Agencies in validation of Mission Essential Functions (MEF) and Primary Mission Essential Functions (PMEF).

f. Memorandum of Understanding (MOU)

USDA has an MOU with the Department of Commerce (DOC) relating to foods that have industrial uses and the domestic distribution of farm equipment. Under this MOU, and as part of the [Agriculture Priorities and Allocations System \(APAS\)](#), 7 CFR § 789, USDA has implemented agreements regarding the use of priority authority by the Department of Defense (DoD) for food resources in support of troops, and by FEMA for food resources to meet essential civilian needs during emergency preparedness, response, and recovery actions.

## 5. POLICY

It is the policy of USDA to support integrated and coordinated all-hazards national preparedness, response, and recovery activities. Consistent with its capabilities and resources, USDA provides such support activities under Departmental statutory and regulatory authorities, in support of Mission Assignments from FEMA under the NRF and NDRF.

In the event of a major incident, USDA may activate an incident management system in accordance with the NRF, NDRF, applicable continuity authorities, and the NIMS to coordinate efforts with county, state, and national representatives. While distinct USDA agencies will manage, lead, and support ESFs, OHS can provide direction and guidance as needed. All USDA response activities should follow the tenets of NIMS.

a. County

The responsibility to prepare for, respond to, and recover from any incident begins at the local level. The County Emergency Board (CEB) is comprised of representatives from USDA agencies present in that county, borough, or parish. The Farm Service Agency (FSA) County Executive Director (CED) serves as the Chair and is responsible for coordinating USDA emergency programs at the county level. The CEB coordinates USDA response activities with local and county-level public officials as appropriate. Agencies with local field offices should, at a minimum, integrate the continuity capabilities of multiple subordinate organizations into state or regional overarching continuity or devolution plans.

b. State

A primary role of the state is to supplement and facilitate local preparedness, response, and recovery activities. The State Emergency Board (SEB) is comprised of representatives from USDA agencies in that state and coordinates state-level USDA incident response activities with state and other federal officials as appropriate. The State Executive Directors (SED) of the FSA serve as SEB Chairpersons in their respective states and are responsible for coordinating USDA emergency programs at the state level.

c. National

The Director of the USDA OHS administers the USDA Emergency Preparedness and COOP, per *Delegations of Authority by the Secretary of Agriculture and General Officers of the Department*, [7 CFR § 2.24](#) and [7 CFR § 2.95](#), through the Assistant Secretary for Administration (ASA). Assignments of responsibilities for the leadership and coordination of the ESF are included in this DR, Section 6, *Roles and Responsibilities*.

d. Emergency Coordinators

Emergency Coordinators (EC) provide situational and operational information from their respective agencies to the USDA Operations Center during ongoing and emerging incidents.

## 6. ROLES AND RESPONSIBILITIES

a. The Secretary of Agriculture will:

- (1) Supervise the activities of the EC and Continuity of Operations Coordinators (CC), including emergency and continuity programs supporting national security, natural disaster, technological incidents, and other emergencies;
- (2) Declare USDA Continuity Readiness Condition (AGCON) levels that cause limited to full-scale relocation of select USDA positions to the Secretary's Primary Alternate Locations (PAL); and
- (3) Select the Chair of the Multi-Agency Coordination Group (MAC). The Secretary may direct the MAC to focus on an incident when its scale and complexity require multiple USDA Mission Areas or offices, or when the nature and extent of the incident could expand rapidly and involve cascading events, including a potential impact on international trade.

- b. The Assistant Secretary for Administration (ASA) will:
  - (1) Direct and coordinate USDA administrative management and support services;
  - (2) Act as the senior preparedness officer for USDA; and
  - (3) Direct and manage emergency programs for national security, natural disaster, technological, and other emergencies, under authority delegated by the Secretary of Agriculture.
  
- c. Mission Area, Agency, and Staff Office Heads will:
  - (1) Identify one primary and one alternate agency-level Exercise and Training Coordinator (ETC). ETC should have sufficient knowledge of their agencies' all-hazards exercise and training requirements, and sufficient availability to lead their agencies through the full lifecycle of the Department's Exercise Program, from identification of agency exercise and training objectives to completion of improvements as identified by the exercises;
  - (2) Support and maintain the employee accountability system designated by OHS and Office of Human Resource Management (OHRM), including routine exercises of the system;
  - (3) Identify one primary and two alternate agency EC and CC. The EC, CC, or alternates may be the same individuals. Alternatively, at the discretion of the Mission Area Head, these individuals may be appointed at the Mission Area level;
  - (4) Ensure the EC and CC have the resources required to respond to Operations Center requests for information, action, and other data on a 24-hour basis;
  - (5) Provide any anticipated or ongoing response or recovery information, or changes in operating status, in accordance with the requirements of Departmental Manual [\(DM\) 1800-001](#) *Incident Preparedness, Response, and Recovery*; and
  - (6) Establish COOP Plans, inclusive of devolution and reconstitution elements as appropriate, at the agency or staff office level. Alternatively, at the discretion of the Mission Area Head, a COOP Plan may be established at the Mission Area level.
  
- d. Agency and Staff Office Heads will:
  - (1) Strive to co-locate alternate facilities to economize on infrastructure requirements. The Office of the Secretary (OSEC), in consultation with OHS, may require agencies to relocate alternate facilities in support of this objective;
  - (2) Adequately fund and support all requirements for staffing and maintaining alternate facilities;

- (3) If performing MEF, designate a physical alternate location and a physical devolution location, ensuring that these sites have the capabilities listed in the USDA COOP Plan and FCD-1, including emergency or backup power, secure communications (voice), and backup communications (fixed satellite voice);
  - (4) Coordinate all-hazards training and exercise activities with OHS, including exercises in the five Mission Areas outlined in the [\*National Preparedness System\*](#): Prevention, Protection, Mitigation, Response, and Recovery;
  - (5) Participate in annual USDA Training and Exercise Program Workshops (TEPW), which synchronize exercise and training activities across the Department;
  - (6) Provide OHS with After Action Reports (AAR) and other similar evaluation data derived from major training and exercises no later than 15 business days from the finalization of the AAR or data; and
  - (7) Ensure that the areas of improvement identified by the AAR are addressed, and report monthly to OHS on the progress made toward resolving them.
- e. The Chair, MAC, will:
- (1) Verify that each Mission Area, agency, office, and ESF provides a MAC primary and alternate representative empowered to make decisions and commit resources for their organization; and
  - (2) Convene the MAC as required for incident response or as directed by the Secretary of Agriculture.
    - (a) The MAC provides a forum for the discussion of issues regarding USDA actions to ensure that an adequate number of resources are available to meet anticipated needs, to allocate those resources most efficiently when there are competing needs for limited resources, and to identify and resolve issues common to all parties.
    - (b) The MAC, when convened, has the authority to make decisions for the Department concerning situation assessment; incident prioritization; resource acquisition, allocation, or reallocation; communications systems integration; and information coordination.
- f. The Executive Director, OHS, will:
- (1) Serve as the USDA Emergency Coordinator and Continuity Coordinator providing leadership, guidance, direction, coordination, and support for all USDA emergency and continuity programs;

- (2) Act as principal advisor to OSEC regarding homeland security, emergency management and ag/food defense (HS-EM-AFD), including coordination of all Department activities, and act as primary interagency liaison;
- (3) Coordinate Telecommunications Service Priority (TSP) for USDA offices and agencies with DHS's Emergency Coordination Office to ensure that emergency and critical USDA telecommunications circuits receive priority restoration services; and
- (4) Coordinate Department information-gathering for early warning and awareness of threats to food and agriculture critical infrastructure, share that information with the intelligence community, and aid interpretation and risk characterization;
- (5) Liaise with the Office of the Director of National Intelligence to assist in the development of periodic assessments and intelligence estimates, or other intelligence products, that support the defense of the food and agriculture critical infrastructure sector;
- (6) Coordinate the conduct, evaluation, and improvement of exercises to identify and eliminate gaps in preparedness and response;
- (7) Produce a Departmentwide centralized strategic coordination plan with a high-level perspective of the Department's operations related to homeland security, including emergency management and agriculture and food defense;
- (8) Appoint the USDA Continuity Manager;
- (9) Appoint a MAC Coordinator;
- (10) In coordination with the MAC Chair, convene the MAC when the scale, complexity, nature, or extent of the incident warrants, as stated above;
- (11) Manage USDA Recovery Coordination in accordance with the NDRF;
- (12) Upon request, receive and integrate full geospatial information from all USDA agencies to provide a common operating picture for senior level decision-makers;
- (13) Coordinate with the Office of Property and Environmental Management (OPEM) to assist with Spills of National Significance (SONS) under the NCP;
- (14) Coordinate all matters for USDA regarding agroterrorism, including:
  - (a) Receiving, upon request, vulnerability assessments from all agencies for agroterrorism preparedness;
  - (b) Integrating, coordinating, and communicating response plans for agricultural disease emergencies and agroterrorism acts;

- (c) Receiving, upon request, notification of planned exercises related to agroterrorism preparedness and AAR from these exercises; and
  - (d) Coordinating Departmentwide reviews of all AAR and working with USDA agencies on corrective measures to improve preparedness for potential agroterrorism events.
- (15) Administer Continuity Communications Capability Requirements by:
- (a) Providing representation to the DHS-managed Continuity Communications Manager Group (CCMG) meetings in support of Office of Science and Technology Policy (OSTP)/Office of Management and Budget (OMB) Directive D-16-1; *Minimum Requirements for Federal Executive Branch Continuity Communications Capabilities*, December 2016;
  - (b) Coordinating Government Emergency Telecommunications Service (GETS) and Wireless Priority Services (WPS) for USDA offices and agencies. OHS will ensure that the capabilities and testing requirements outlined in OSTP/OMB Directive D-16-1 are met and will conduct quarterly GETS/WPS testing drills; and
  - (c) Providing secure communications systems policy guidance and assistance to Department agencies and staff offices nationwide per [DR 3300-015](#), *Secure Communications Systems*, under the National Security Agency (NSA) guidelines;
- (16) Coordinate the TEPW and develop a Departmental training and exercise calendar extending, at a minimum, for 12 months from the date of the TEPW;
- (17) Coordinate all incident prevention, protection, mitigation, and response and recovery exercises;
- (18) Aggregate all AAR from exercises and associated Continuous Improvement Plans (CIP); and
- (19) Administer a program to manage and track areas of improvement identified by the AAR and evaluation data.
- g. The Director, Office of Human Resource Management (OHRM), will:
- (1) Provide leadership, policy guidance, program formulation, and management direction relating to personnel matters;
  - (2) Establish procedures for readiness and post-incident actions covering recruitment, appointment, and staffing;

- (3) Advise employees of new policies that may impact their regular duties or duty stations; and
  - (4) With OHS and the Chief Information Officer (CIO), support, establish, and maintain an employee accountability system that allows centralized reporting for all USDA employees.
- h. The Director, Office of Operations (OO), will:
- Maintain and exercise the USDA Headquarters Reconstitution Plan.
- i. The Director, Office of Property and Environmental Management (OPEM) will:
- (1) Provide leadership, policy, guidance, program formulation, and management direction relating to USDA's responsibilities under the NCP Emergency Support Function ([ESF #10](#), *Oil and Hazardous Materials Response*;
  - (2) Coordinate USDA assistance under [ESF #10](#); and
  - (3) Coordinate USDA's assistance under the NCP for SONS, in conjunction with OHS.
- j. The Director, Office of Safety, Security, and Protection (OSSP) will:
- (1) Provide safety and security standards for USDA alternate sites and facilities;
  - (2) Install, manage, and maintain security access control systems, intrusion detection systems, and surveillance systems for the protection of the Secretary's PAL;
  - (3) Assist with identifying, coordinating, funding, or facilitating installation and maintenance of any physical security equipment, personnel, software, and documentation necessary to support the PAL;
  - (4) Provide personnel and physical security for the PAL and other nearby locations during COOP Plan activation;
  - (5) Ensure Headquarters Emergency Relocation Group (ERG) members' badges are pre-authorized for facility access, per [DR 4620-002](#), *Common Identification Standard for U.S. Department of Agriculture*, and [DM 4620-002](#), *Common Identification Standard for U.S. Department of Agriculture*;
  - (6) Coordinate any change in headquarters security planning and posture with OHS so OHS can, if necessary, adjust the continuity preparedness level; and
  - (7) Provide support and assistance under the NRF and NDRF.

- k. The Chief Information Officer, Office of the Chief Information Officer (OCIO), will:
- (1) Coordinate emergency relocation of USDA's major computer centers;
  - (2) Ensure system owners of major USDA information systems have:
    - (a) Disaster recovery plans in accordance with [DR 3571-001](#), *Information System Contingency Planning and Disaster Recovery Planning*;
    - (b) Incident management (response) plans in accordance with [DR 3505-005](#); *Cybersecurity Incident Management*;
    - (c) Adequate information system plans for surviving multiple contingency scenarios; and
    - (d) The ability to take risk-reducing corrective actions to remediate problems found during tests of information system contingency plans or disaster recovery plans;
  - (3) Provide the USDA Chief Information Officer (CIO) with software, hardware, network, and telecommunications requirements for USDA alternate sites;
  - (4) Serve as the on-site liaison daily for the PAL to OHS by:
    - (a) Advising USDA Leadership of any operational status changes of the site;
    - (b) Assisting OHS in coordinating with the primary tenant and General Services Administration (GSA) on facility site; and
    - (c) Upon request of the OHS Executive Director, providing on-site information technology (IT) Specialists to support operations and maintenance of the IT assets of the PAL and ERG Leadership, and the ERG support team, including:
      - 1 First line support for access control systems, alarm systems, and surveillance systems;
      - 2 IT Infrastructure;
      - 3 USFS telephone operations;
      - 4 Daily operations and maintenance of secure communications systems;
      - 5 Daily activities of the secure facility;
      - 6 Routine interagency testing of communications systems;

- 7 Routine facility access control system changes;
- 8 PAL's classified communication documents;
- 9 Unclassified emergency communications and support systems; and
- 10 Interagency continuity communications working groups or process improvement teams.

l. The Assistant Secretary, Office of Congressional Relations (OCR) will:

Liaise between USDA and the Congress.

m. The Director, Office of External and Intergovernmental Affairs (EIA) will:

Liaise between USDA and other Federal Agencies with regional, state, and local officials and other stakeholders, and coordinate with congressional relations on matters affecting agriculture.

n. The Chief Financial Officer, Office of the Chief Financial Officer (OCFO), will:

- (1) Provide policy guidance on financial management activities related to emergency assignments made to the Secretary of Agriculture; and
- (2) Establish procedures to finance emergency program activities.

o. The Director, Office of Contracting and Procurement (OCP) will:

Provide policy guidance for emergency acquisition and contracting activities for deployed COOP organizations to expedite the acquisition process.

p. The Chief Economist, Office of the Chief Economist (OCE) will:

- (1) Execute an internal review process to provide analytical consistency on estimates of crop and livestock losses during disasters;
- (2) Reconcile differences among agency assessments prior to submission to the Secretary and OHS, or release to other Departments, agencies, external organizations, or the public; and
- (3) Provide meteorological subject matter expertise to support decision-making in the response and recovery phases of a major incident or in support of the MAC Group.

- q. The General Counsel, Office of the General Counsel (OGC), will:
- Provide legal advice and services on emergency programs, related actions, and elements of proposed legislation regarding emergency program responsibilities.
- r. The Inspector General, Office of the Inspector General (OIG), will:
- (1) Recommend improvements in planning, development, and execution of emergency programs;
  - (2) Provide liaison with the Federal Bureau of Investigation (FBI), National Joint Terrorism Task Force, and local law enforcement task forces;
  - (3) Provide support for [ESF #13](#), *Public Safety and Security Annex*, and
  - (4) Maintain the Wildland Fire Investigation Team (WFIT), per [7 U.S.C. § 2270b](#).
- s. The Director, Office of Communications (OC), will:
- (1) Provide leadership, expertise, counsel, and coordination to develop communications strategies vital to the overall formulation, awareness, and acceptance of USDA programs and policies;
  - (2) Serve as the principal USDA contact point for the dissemination of consistent, timely information;
  - (3) Operate and manage the USDA Joint Information Center; and
  - (4) In the event of an incident requiring a coordinated federal response, serve as the Department's representative to DHS in:
    - (a) Implementing [ESF #15](#), *External Affairs Annex*;
    - (b) Providing the support specified in the NRF [Public Affairs Support Annex](#); and
    - (c) Fulfilling the communications responsibilities specified in the [National Food and Incident Annex to the Response and Recovery Federal Interagency Operations Plans](#), and/or participate in the DHS National Joint Information Center during emergencies.
- t. The Director, Office of Budget and Program Analysis (OBPA), will:
- Provide policy guidance on budget matters covering emergency program assignments made to the Secretary, including procedures for budgeting and funding of administrative and project costs.

- u. The Under Secretary for Farm Production and Conservation (FPAC), will, to the extent specifically authorized by law:
  - (1) Administer functions that meet domestic needs relating to agricultural production; food processing, storage, and wholesale distribution; water to be used for agricultural production and food processing; distribution of seed, livestock and poultry feed, fertilizer, and farm equipment; rehabilitation and use of food resources, agricultural and related agribusiness facilities; and farm credit and financial assistance programs;
  - (2) Administer Commodity Credit Corporation (CCC) resources; and
  - (3) Administer and implement programs designed to mitigate the significant risks of farming through crop insurance services; conservation programs and technical assistance; and commodity, lending, and disaster programs.
  - (4) The Administrator, Farm Service Agency (FSA), will:
    - (a) Develop and administer, when authorized by law, plans for controlling agricultural production through adjustment, acreage control, or incentive payment programs to meet both domestic and international responsibilities in an emergency;
    - (b) Administer responsibilities and functions assigned under the *Defense Production Act of 1950*, [50 U.S.C. § 2061 et seq.](#), and Title VI, *Emergency Assistance Programs*, of *The Robert T. Stafford Disaster Relief and Emergency Assistance Act*, relating to:
      - 1 Food processing and storage;
      - 2 Distribution and use of seed;
      - 3 Manufacture, distribution, and use of livestock and poultry feed;
      - 4 Domestic mixing, distribution, and use of fertilizer;
      - 5 Domestic distribution of farm equipment; and
      - 6 Farm credit and financial assistance.
    - (c) Develop and administer plans, with the USFS and National Resources Conservation Service (NRCS), for the priority use of water for agricultural production and food processing, within the emergency water plans developed by the DoD, United States Army Corps of Engineers (USACE);

- (d) Maintain a comprehensive listing of the primary food, feed, and seed processing, storage, and wholesale distribution facilities, and major fertilizer producers, mixers, blenders, and storage facilities for use in analyzing food requirements and the capability of those industries to supply food;
  - (e) Assess the effects of an emergency incident on agricultural production and related production resources, including seed, feed, fertilizer, farm equipment, energy, and labor;
  - (f) Assist state and local governments in the developing emergency plans for food and agriculture to assure continuity with Federal guidelines;
  - (g) Provide information to food processing, storage, and wholesale distribution industries and agricultural resource industries during incidents and disasters;
  - (h) Adjust regular programs to provide emergency assistance when authorized and necessary;
  - (i) Develop plans and programs related to mobilization preparedness and, as appropriate, represent USDA at meetings, conferences, and workshops on mobilization preparedness and related activities;
  - (j) Chair the SEBs and CEBs and act as the custodian of the emergency operating records for both the SEBs and CEBs at the FSA state and county offices;
  - (k) Provide emergency credit to eligible farmers, ranchers, and aquaculture operators in support of agricultural production programs;
  - (l) Assist with technical expertise and support on credit arrangements of all USDA emergency programs, other than agricultural production, and CCC loans and guarantees;
  - (m) Provide support and technical assistance as a primary agency under the NDRF;
  - (n) Provide support for [ESF #4](#), *Firefighting Annex*, and [ESF #11](#), *Agriculture and Natural Resources Annex*; and
  - (o) Provide support and assistance under the NRF and NDRF.
- (5) The Board of Directors, Commodity Credit Corporation (CCC), will:
- (a) Barter surplus agricultural commodities for strategic and critical materials as necessary to meet emergency needs; and
  - (b) Guarantee payment or make emergency loans, through appropriate agencies, to critical firms to continue:

- 1 Processing, storage, and distribution of food through the wholesale level;
- 2 Processing and distribution of seed;
- 3 Manufacturing and distribution of livestock and poultry feed;
- 4 Mixing and distribution of fertilizer;
- 5 Distributing farm-equipment and repair parts;
- 6 Distributing other supplies essential for agricultural production; and
- 7 Providing related services necessary to meet food and agricultural needs.

(6) The Chief, Natural Resources Conservation Service (NRCS), will:

- (a) Provide expedited technical assistance to individuals, communities, and governments regarding the:
  - 1 Application or restoration of conservation practices or measures necessary to address natural resources affected by the event, including control or reduction of erosion, runoff, flooding, water quality or quantity, air quality, and other resource impacts;
  - 2 Suitability, conservation, disposal, and control of agricultural water in rural areas including water supply forecasting, emergency flood rehabilitation, and protection for highways and other infrastructure;
- (b) Aid the assessment of damage to agricultural land and water and provide recommendations and costs for emergency work;
- (c) Assist state and local sponsors to implement emergency and recovery measures in approved projects within authorized programs;
- (d) Provide information and materials, such as soil maps and reports, on watershed projects, river basin studies, and resource conservation and development projects;
- (e) Provide available agency equipment for use during an emergency;
- (f) Develop and administer plans, with FSA and the FS, for the priority use of water for agricultural production and food processing, within the emergency water plans developed by the DoD, USACE, subject to existing private water rights or allocations for environmental-related purposes;

- (g) Ensure that the Chairpersons of USDA SEBs and CEBs have two copies of the current records and procedures for operating NRCS emergency programs. Emergency records will be on file at the state and county FSA offices and Emergency Operations Centers;
  - (h) Provide support and assistance under the NRF and NDRF as necessary; and
  - (i) Act as a cooperating agency per NRF [\*Nuclear/Radiological Incident Annex\*](#).
- (7) The Administrator, Risk Management Agency (RMA), will:
- (a) Indemnify payments through reinsured companies to farmers for crops affected by a natural disaster, which were also insured and determined eligible under the Federal Crop Insurance Program; and
  - (b) Provide support and assistance under the NRF and NDRF.
- v. The Under Secretary for Trade and Foreign Agricultural Affairs (TFAA), will:
- (1) In accordance with [DR 1051-002](#), *International Activities and Agreements of USDA Agencies*, coordinate with trade regulatory agencies and foreign governments to mitigate negative economic impacts caused by trade barriers imposed on export markets in the aftermath of an incident; and
  - (2) Advise on and facilitate sourcing food from other countries if the safety or availability of the United States' food supply was affected by an incident.
- w. The Under Secretary for Food, Nutrition, and Consumer Services (FNCS) will:
- Administer the distribution of agricultural commodities and Disaster Supplemental Nutrition Assistance Program (D-SNAP) benefits.
- (1) The Administrator, Food and Nutrition Service, will:
    - (a) Provide D-SNAP or USDA Foods to households in officially designated disaster areas upon receipt of a request from state agencies that demonstrates a need for the program, once grocery stores are open and operating;
    - (b) Authorize the use of USDA-donated foods for emergency feeding during domestic emergency and repatriation activities;
    - (c) Provide a liaison with the Agricultural Marketing Service on procurement of food;
    - (d) Provide a record of current inventories of USDA-donated food held in state-owned or commercial warehouses;

- (e) Furnish each SEB Chairperson with a copy of the procedures for operating Food and Nutrition Service food assistance programs in emergencies;
- (f) Act as a primary agency under the NRF for ESF #11; and
- (g) Provide support and assistance under the NRF and NDRF.

x. The Under Secretary for Food Safety will:

Ensure the safety and defense of the nation's supply of meat, poultry, and processed egg products.

(1) The Administrator, Food Safety and Inspection Service (FSIS), will:

- (a) Ensure regulated facilities can provide safe meat, poultry, and processed egg products;
- (b) Conduct routine inspections to ensure the safety of regulated products that enter commerce;
- (c) Inspect and verify the food safety aspects of regulated slaughter and processing facilities and import facilities at ports of entry;
- (d) Conduct laboratory analysis of regulated product samples and control regulated products suspected of adulteration;
- (e) Perform foodborne disease surveillance and investigations;
- (f) Act as a primary agency under the NRF for ESF #11; and
- (g) Provide support and assistance under the NRF and NDRF.

y. The Under Secretary for National Resources and Environment (NRE) will:

Be responsible for agricultural lands, water (except for agricultural production and food processing), national forest system and other forests, forest research, forest products, state and private forestry, and rural fire prevention.

(1) The Chief, United States Forest Service (USFS), will:

- (a) Prevent and control fires on national forest system lands and rural areas in cooperation with SLTT governments and appropriate Federal Departments and Agencies;

- (b) Determine damage to national forest system lands, grasslands, and other forests resulting from an emergency;
- (c) Plan and implement, when necessary, emergency protection and utilization of national forest timber, range, water (except as noted under the FSA and NRCS), and related resources;
- (d) Plan and implement emergency production and utilization of timber and timber products in cooperation with other Federal Departments and Agencies and state forestry organizations;
- (e) Determine and report requirements for equipment, personnel, fuels, chemicals, and other materials necessary for assigned activities;
- (f) Conduct research in support of emergency operations on the management and utilization of forest resources and rural fire protection;
- (g) Detect, evaluate, and suppress forest insect and disease outbreaks on national forests, all other Federal lands and, in cooperation with state agencies, on state and private lands;
- (h) Install emergency measures for runoff retardation and soil erosion prevention on national forests, and safeguard life and property on and downstream from watershed lands suddenly damaged by fire, flood, and other disasters;
- (i) Assist state foresters, or other state or local agencies, to install emergency measures in approved projects on other forest lands;
- (j) Furnish personnel and equipment for search and rescue work and other emergency measures on national forests and other lands where a temporary lead role will reduce suffering or loss of life;
- (k) Determine which USFS facilities, including access to sanitation and water supply, are suitable for emergency housing or relocation of evacuees;
- (l) Provide personnel and funds to represent USDA on the Regional Response Teams under NCP;
- (m) Keep the Chief, Environmental Management Division within the USDA OPEM, apprised of all releases from the Regional Response Teams for Oil and Hazardous Substances;
- (n) Allocate and assign radio frequencies for use by agencies and staff offices of USDA. Operate emergency radio communications systems in support of local, regional, and national firefighting teams;

- (o) Develop and administer plans, with the FSA and the NRCS, for the priority use of water for agricultural production and food processing within the emergency water plans developed by the DoD, USACE;
- (p) Furnish each SEB Chairperson with a copy of records and procedures for operating USFS emergency programs;
- (q) Provide leadership under the NRF as the national coordinating agency and primary agency for ESF #4;
- (r) Provide leadership under the NCP as Regional Response Team representatives for USDA;
- (s) Act as a primary agency under the NRF for ESF #11; and
- (t) Provide support and assistance under the NDRF.

z. The Under Secretary for Research, Education, and Economics (REE) will:

Administer informational and educational services, conduct agricultural research, coordinate research conducted by cooperating state research institutions, administer programs to estimate supplies of agricultural commodities and evaluate requirements thereof, coordinate damage assessment, conduct activities regarding the food and agricultural aspects of economic stabilization and economic research, and maintain food and agricultural statistics.

(1) The Administrator, Agricultural Research Service (ARS), will:

- (a) Identify the informational requirements that can be obtained through agricultural research and take steps to satisfy those requirements;
- (b) Develop and carry out all necessary research programs, and provide technical support for emergency programs and activities in the areas of planning, prevention, detection, treatment, and management of consequences;
- (c) Direct scientists to conduct accelerated research in support of emergency USDA operations, providing scientific information, assessing effectiveness of available countermeasures, and when needed, developing new countermeasures to respond to and recover from an incident;
- (d) Provide technical support for the development of guidance on the effects of radiation, biological, and chemical agents on agriculture;
- (e) Develop and maintain a current inventory of ARS-controlled laboratories that can be mobilized on short notice for emergency testing of food, feed, and water safety;

- (f) Provide technical support in developing the most efficient procedures for producing, processing, storing, and distributing agricultural commodities under emergency programs; and
  - (g) Provide support and assistance under the NRF and NDRF.
- (2) The Administrator, National Institute of Food and Agriculture (NIFA), will:
- (a) Coordinate use of land-grant and other cooperating state college and university services, including Extension Disaster Education Network (EDEN), in carrying out all emergency program responsibilities;
  - (b) Encourage research by these institutions to support all emergency program responsibilities;
  - (c) Administer informational and educational services covering:
    - 1 Emergency needs and conditions of farmers, other rural residents, and the food and agricultural industries;
    - 2 Vulnerability of crops and livestock to the effects of hazardous agents (biological, chemical, and radiological); and
    - 3 Technology for emergency agricultural production.
  - (d) Maintain a close working relationship with local news media through the Cooperative Extension System;
  - (e) Provide guidance on the most efficient procedures to assure continuity and restoration of an agricultural technical information system under emergency conditions;
  - (f) Furnish Chairpersons, USDA SEBs, and CEBs with two copies of records and procedures for operating State Extension Service emergency programs. Emergency records will be filed at the state and county FSA offices and Emergency Operations Centers; and
  - (g) Provide support and assistance under the NRF and NDRF.
- (3) The Administrator, Economic Research Service (ERS), will:
- (a) Evaluate market impacts on agricultural commodities in cooperation with appropriate USDA agencies;

- (b) Examine supply and use impacts and adjustment potentials for domestic and international agricultural commodities in cooperation with appropriate USDA agencies;
  - (c) Analyze the economics and background data on the need for and substitution possibilities of domestic and foreign farm production inputs and marketing services;
  - (d) Provide food availability estimates based on estimates of supplies and requirements;
  - (e) Review economic stabilization proposals affecting food and agriculture, and recommend a USDA position relative to economic stabilization and rationing;
  - (f) In cooperation with the Rural Business-Cooperative Service and other agencies, analyze the impacts on the rural economy and populations in affected rural regions, to develop strategies for responding to the effects of an emergency; and
  - (g) Provide support and assistance under the NRF and NDRF.
- (4) The Administrator, National Agricultural Statistics Service (NASS), will:
- (a) Obtain and supply official USDA statistics on the condition, production, supply, and inputs relative to agricultural commodities;
  - (b) Provide an objective review of county and state-level USDA Loss Assessment Reports in support of the SEB; and
  - (c) Provide support and assistance under the NRF and NDRF.
- (5) The Director, Office of the Chief Scientist, will:
- (a) Provide leadership, expertise, and strategic coordination of the science that informs the Department's emergency response decisions, policies and regulations impacting the United States' food and agriculture, and related landscapes and communities;
  - (b) Identify, address, and prioritize emerging agricultural research, education, and extension needs to address and carry out all emergency programs and activities in the areas of planning, prevention, detection, treatment, and management of consequences;
  - (c) Promote the collaborative use of all agricultural research, education, and extension resources from local, state, tribal, regional, national, and international levels to address priority emergency response needs;

- (d) Foster communication among agricultural research, education, and extension beneficiaries, including the public, to ensure the delivery of agricultural research, education, and extension knowledge; and
- (e) Ensure that emergency response research and activities, and scientific advice provided to the Department and its stakeholders, is held to the highest standards of intellectual rigor and scientific integrity.

aa. The Deputy Under Secretary for Rural Development (RD) will:

- (1) Administer rural credit and financial assistance programs, including emergency assistance;
- (2) Promote economic development in affected rural areas by developing strategies that respond to the conditions created by an emergency;
- (3) Provide financial aid for needed community facilities;
- (4) Provide business development assistance;
- (5) Administer loan and grant programs for housing and community facilities to aid the development of rural communities;
- (6) Assist the Department of Housing and Urban Development (HUD) by providing information on current USDA RD financed, habitable, and vacant rural and community housing during an emergency;
- (7) Assist rural electric and telephone cooperatives and companies with technical assistance or loan assistance, when necessary, for restoration of service;
- (8) Provide guidance and assistance to water and waste disposal borrowers and eligible applicants; and
- (9) Provide support and assistance under the NRF and NDRF.

bb. The Under Secretary for Marketing and Regulatory Programs (MRP)

The Under Secretary for Marketing and Regulatory Programs is responsible for the protection of livestock, poultry, and crops from diseases and pests; providing technical assistance for those exposed to hazardous agents (biological, chemical, and radiological); grading and certifying food quality; reporting price and volume information on agricultural commodities in commercial markets; procuring food; and petitioning for reduced freight rates for shipping feed and livestock following an emergency.

- (1) The Administrator, Agricultural Marketing Service (AMS), will:
  - (a) Procure food commodities for the school lunch program and disaster relief when authorized;
  - (b) Collect, compile, and disseminate price and volume information on agricultural commodities in commercial markets;
  - (c) Assure the wholesomeness of agricultural products and commodities owned by the CCC;
  - (d) Develop specifications, write contracts, and perform acceptance activities of food;
  - (e) Grade and certify food commodities for quality;
  - (f) Assist in obtaining reduced railroad freight rates to facilitate shipping feed supplies to areas affected by an emergency, or livestock from such areas to other areas where adequate pasture or forage exists;
  - (g) Administer the [\*Packers and Stockyards Act\*](#), 7 U.S.C. Ch. 9, §§ 181–229, as amended and supplemented;
  - (h) Administer the [\*United States Grain Standards Act\*](#), 7 U.S.C. Ch. 3, §§ 71-87; as amended;
  - (i) Administer the [\*Agricultural Marketing Act\*](#), 7 U.S.C. Ch. 38, §§ 1621-1639, as amended, as it pertains to the sampling, inspection, weighing, and standardization of agricultural commodities; and
  - (j) Provide support and assistance under the NRF and NDRF.
- (2) The Administrator, Animal and Plant Health Inspection Service (APHIS), will:
  - (a) Administer the following Acts, and other authorities as required:
    - 1 [\*Animal Health Protection Act\*](#), 7 U.S.C. Ch. 109, §§ 8301-17, and [\*Plant Protection Act\*](#), 7 U.S.C. Ch. 104, §§ 7701-72 and 7781-86, to protect and promote agricultural health and regulate genetically engineered organisms;
    - 2 [\*Animal Damage Control Act\*](#), 7 U.S.C. Ch. 109A, §§ 8351-54, to protect agricultural and natural resources from damage caused by wildlife;
    - 3 [\*Animal Welfare Act\*](#), 7 U.S.C. Ch. 54, §§ 2131-59, to ensure minimum standards of care for certain regulated animals; and

- 4 [Horse Protection Act](#), 15 U.S.C. Ch. 44, §§ 1821-31, to protect horses from soring.
- (b) Prepare for and respond to incidents where livestock, poultry, wildlife, and crops are affected by diseases and pests, and provide technical assistance where same may be affected by hazardous agents (biological, chemical, and radiological);
  - (c) Maintain pest and disease surveillance activities and establish new management programs to eradicate, suppress the spread, or minimize their economic impact;
  - (d) Coordinate activities to protect the purity, safety, potency, and effectiveness of veterinary biologics in interstate commerce;
  - (e) Regulate the importation and interstate movements of specific animals and plants and their products, as well as inspect specific commodities at ports of entry;
  - (f) Safeguard agricultural export activities and markets, and address any sanitary or phytosanitary issues of concern;
  - (g) Provide leadership under the NRF as the national coordinating agency and primary agency for ESF #11, unless this role is assumed by another USDA entity;
  - (h) Provide technical expertise in support of animal and agricultural emergency management under ESF #11; and
  - (i) Provide support and assistance under the NRF and NDRF.

## 7. INQUIRIES

Direct all inquiries to the Office of Homeland Security, Office of the Director, 1400 Independence Avenue, Washington, DC 20250; telephone 202-720-2582; email at <mailto:homelandsecurity@usda.gov>.

-END-

## APPENDIX A

### ACRONYMS AND ABBREVIATIONS

AAR	After Action Report
AFD	Ag/Food Defense
AGCON	USDA Continuity Readiness Condition
AMS	Agricultural Marketing Service
APAS	Agriculture Priorities and Allocation Systems
APHIS	Animal and Plant Health Inspection Service
ARS	Agricultural Research Service
ASA	Assistant Secretary for Administration
BPA	Business Process Analysis
CC	COOP Coordinator
CCC	Commodity Credit Corporation
CCMG	Continuity Communications Manager Group
CEB	County Emergency Board
CED	County Executive Director
CFR	Code of Federal Regulations
CIO	Chief Information Officer
CIP	Continuous Improvement Plan
COOP	Continuity of Operations
DG	Departmental Guidebook
DHS	Department of Homeland Security
DM	Departmental Manual
DOC	Department of Commerce
DoD	Department of Defense
DR	Departmental Regulation
D-SNAP	Disaster Supplemental Nutrition Assistance Program
EC	Emergency Coordinator
EDEN	Extension Disaster Education Network
EM	Emergency Management
E.O.	Executive Order
ERG	Emergency Relocation Group
ERS	Economic Research Service
ESF	Emergency Support Function
ETC	Exercise and Training Coordinator
FBI	Federal Bureau of Investigation
FCD	Federal Continuity Directive
FEMA	Federal Emergency Management Agency
FNCS	Food, Nutrition, and Consumer Services
FPAC	Farm Production and Conservation
FSA	Farm Service Agency
FSIS	Food Safety and Inspection Service
GETS	Government Emergency Telecommunications Service

GSA	General Services Administration
HS	Homeland Security
HS-EM-AFD	Homeland Security, Emergency Management, Ag/Food Defense
HSD	Homeland Security Directive
HSPD	Homeland Security Presidential Directive
HUD	Housing and Urban Development
IT	Information Technology
MAC	Multi-Agency Coordination Group
MEF	Mission Essential Function
MOU	Memorandum of Understanding
MRP	Marketing and Regulatory Programs
NASS	National Agricultural Statistics Service
NCP	National Oil and Hazardous Substances Pollution Contingency Plan
NDRF	National Disaster Recovery Framework
NIFA	National Institute of Food and Agriculture
NIMS	National Incident Management System
NRCS	Natural Resources Conservation Service
NRE	Natural Resources and Environment
NRF	National Response Framework
NSA	National Security Agency
NSPM	National Security Presidential Memorandum
OBPA	Office of Budget and Program Analysis
OC	Office of Communications
OCE	Office of the Chief Economist
OCFO	Office of the Chief Financial Officer
OCIO	Office of the Chief Information Officer
OCP	Office of Contracting and Procurement
OCR	Office of Congressional Relations
OGC	Office of the General Counsel
OHRM	Office of Human Resource Management
OHS	Office of Homeland Security
OIG	Office of the Inspector General
OMB	Office of Management and Budget
OO	Office of Operations
OPEM	Office of Property and Environmental Management
OSEC	Office of the Secretary
OSSP	Office of Safety, Security, and Protection
OSTP	Office of Science and Technology Policy
PAL	Primary Alternate Location
PKEMRA	Post Katrina Emergency Management Reform Act of 2006
Pub. L.	Public Law
PMEF	Primary Mission Essential Functions
PPD	Presidential Policy Directive
RD	Rural Development
REE	Research, Education, and Economics
RMA	Risk Management Agency

RSF	Recovery Support Function
SEB	State Emergency Board
SED	State Executive Directors
SLTT	State, Local, Tribal and Territorial
SONS	Spills of National Significance
TEPW	Training and Exercise Program Workshop
TFAA	Trade and Foreign Agricultural Affairs
TSP	Telecommunications Service Priority
U.S.	United States
U.S.C.	United States Code
USACE	United States Army Corps of Engineers
USDA	United States Department of Agriculture
USFS	United States Forest Service
WFIT	Wildland Fire Investigation Team
WPS	Wireless Priority Services

## APPENDIX B

### AUTHORITIES AND REFERENCES

*Agricultural Act of 1949*, [7 U.S.C. §1441](#)

*Agricultural Credit Act of 1978*, [16 U.S.C. §2201](#)

*Agricultural Marketing Act of 1946*, [7 U.S.C. §§ 1621-1639](#)

*Agriculture and Consumer Protection Act of 1973*, [7 U.S.C. § 612c](#)

*Agriculture Improvement Act of 2018*, [Pub. L. 115-334](#), 132 Stat. 4490

*Animal Damage Control Act*, [7 U.S.C. § 8351](#)

*Animal Health Protection Act*, [7 U.S.C. §§ 8301-8317](#)

*Animal Welfare Act*, [7 U.S.C. §131 et seq.](#)

*Congressional Declaration of Purpose*, [50 U.S.C. § 3002](#)

*Defense Priorities and Allocation System*, [15 CFR § 700](#)

*Defense Production Act*, [50 U.S.C. § 2016 et seq.](#)

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FEMA Emergency Support Function, *Public Health and Medical Services*, [ESF #8](#), January 2008

FEMA Emergency Support Function, *Oil and Hazardous Materials Response*, [ESF #10](#), June 2016

FEMA Emergency Support Function, *Agriculture and Natural Resources*, [ESF #11](#), January 2008

FEMA Emergency Support Function, *Public Safety and Security*, [ESF #13](#), June 2016

FEMA Emergency Support Function, *External Affairs*, [ESF #15](#), June 2016

FEMA, [National Disaster Recovery Framework](#)

FEMA, [National Exercise Program Base Plan](#)

FEMA, [National Incident Management System](#)

FEMA, [National Infrastructure Protection Plan](#)

FEMA, [National Preparedness System](#)

FEMA, [\*National Response Framework\*](#)

*Food and Nutrition Act of 2008*, [7 U.S.C. § 2011](#)

*Flood Control Act*, [33 U.S.C. § 701](#)

General Services Administration, *What Definitions Apply to GSA's Real Property Policies?*, [41 CFR § 102-71.20](#)

General Services Administration, *Federal Vacancies Reform Act*, [5 U.S.C. §§ 3345-3349d](#)

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*Homeland Security Act of 2002*, [Pub. L. 107-296](#), 116 Stat. 2135

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Homeland Security Presidential Policy Directive, *Critical Infrastructure Security and Resilience*, [PPD-21](#), February 2013

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