Illinois Emergency Operations Plan
Annex 1 – Mass Care
Appendix 2 – Feeding and Hydration Support

Illinois Emergency Management Agency
August 2021
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Appendix 7-X2 - Feeding and Hydration Support

Primary Organization: American Red Cross (Red Cross)

Support Agencies:
- Illinois Board of Higher Education (IBHE)
- Illinois Department on Aging (IDoA)
- Illinois Department of Juvenile Justice (IDJJ)
- Illinois National Guard (ILNG)
- Illinois Department of Natural Resources (IDNR)
- Illinois Department of Innovation and Technology (DoIT)
- Illinois Community College Board (ICCB)
- Illinois Commerce Commission (ICC)
- Department of Transportation (IDOT)
- Department Central Management Services (CMS)
- Illinois Department of Corrections (IDOC)
- Illinois Department of Human Services (IDHS)
- Illinois Department of Public Health (IDPH)
- Illinois Department of Veterans’ Affairs (IDVA)
- Illinois Emergency Management Agency (IEMA)
- Illinois State Board of Education (ISBE)

Support Organizations:
- The Salvation Army (TSA)
- Illinois Voluntary Organizations Active in Disasters (ILVOAD)
- Illinois Emergency Services Management Agency (IESMA)

I. Introduction

A. Purpose

1. Provide operational guidance, coordination, processes and strategies for implementation of state support to feeding and hydration operations.

B. Scope

1. This appendix builds upon concepts and guidance provided in Annex 7, Mass Care.

2. This appendix addresses support to feeding and hydration operations through the utilization of local, state, federal, private sector and non-governmental organization (NGO) capabilities.

3. For the purposes of this appendix, the term “feeding” will include...
hydration unless otherwise specified. Disasters may necessitate feeding and hydration, or only one of the two.

4. This appendix addresses support to feeding operations through the utilization of state capabilities.

5. This appendix addresses feeding operations throughout response and recovery.

6. For the purposes of this appendix, the state support to feeding and hydration operations includes the provisions of and support to all systems of food distribution, including:

   a) Mobile feeding;
   
   b) Fixed site community feeding;
   
   c) Fixed site shelter feeding, and
   
   d) Targeted distribution.

7. This appendix does not address the following:

   a) Feeding and hydration support for household pets and service animals, see Appendix 7-X6, Household Pets and Service Animals.
   
   b) Feeding and hydration support for livestock, see Annex 14 Agriculture and Natural Resources, and Appendix 14-X2 Animal Welfare.
   
   c) Donations management, see Annex 21, Volunteer and Donations Management.
   
   d) Procurement of all resources, see IEOP Annex 9, Resource Management and Logistics.

8. This annex does not directly address the care for people with Access and Functional Needs (AFN), but incorporates the principles outlined in Annex 31, Access and Functional Needs to ensure Functional Needs Support Services (FNSS) are provided to those who need them.

C. Policy

1. All policies identified in IEOP Annex 7, Mass Care remain in effect.

2. State support to feeding operations will address populations with specific
dietary requirements.

3. State support to feeding operations will require safe and sanitary food practices within those operations, including inspections of kitchens and food supplies and safe food handling practices.

D. Situation Overview

1. A disaster has occurred, disrupting the populations’ ability to adequately feed and hydrate themselves, resulting from evacuation or damage to homes and infrastructure.

2. Responding Authorities Having Jurisdiction (AHJs) and other organizations require state support to meet the needs.

E. Assumptions

1. AHJs, NGOs, faith-based, voluntary and community-based organizations will implement feeding operations both independently and in coordination with partners.

2. Operations will be more effective and efficient with multi-agency coordination and sustainment plans.

3. Delays in operations and supply routes will necessitate AHJs to self-sustain.

4. Significant overlap will occur with feeding operations.

5. Populations seeking shelter within or outside of disaster area will arrive with minimal, if any, food and water.

6. Utility outages will cause an increased demand for prepared and shelf-stable meals.

7. Utility outages will impact how food is prepared and stored and will cause existing food stocks to be rapidly depleted.

8. Emergency refrigeration and freezer capability will be required.

9. Organizations managing feeding operations will be responsible for coordinating necessary access and functional needs support services.

10. Mutual aid assistance will be available.

11. Resources will be limited by location, training and operational readiness.
12. Local AHJs will provide guidance on the distribution of meals within the jurisdiction.

13. Feeding requirements will vary over time.

14. Specialized staff and licenses will be required for feeding operations, including safe food handling licenses.

II. Concept of Operations

A. General

1. Local AHJ(s) have primary responsibility for feeding operations.

2. State support will be done to assist AHJ operations and priorities.

3. Requests for state support will be directed through the State Emergency Operations Center (SEOC).

4. State support is based on resource availability, capability, capacity and prioritization of effort through established plans, policies and procedures.

5. Commercial facilities will be incorporated into feeding operations as available and appropriate.

6. Verification that feeding needs of affected communities have been met will be identified by the SEOC in coordination with whole community partners.

7. Public notification will occur prior to beginning and ending feeding operations through AHJ or State Public Information Officer (PIO), in accordance with Annex 5, External Affairs.

   a) Public messaging should be done through multiple media types to reach the whole community, as applicable to the scope of the operation and in consideration for those with Access and Functional Needs (AFN)

   b) Resource suppliers and support vendors will be notified of pending closure of operations.

B. Operational Priorities

1. Priorities will be established in coordination with needs identified by AHJ(s). Priorities should include considerations to:
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a) Safety of responders and the target population, and
b) Availability of locally procured resources.

2. The SEOC will establish additional priorities for consolidation and closing of feeding operations:
   a) Level of restoration and reliability of critical lifeline infrastructure, and
   b) Ability of affected population to procure and prepare their own food.

C. Organization

1. Direction, Coordination and Control
   a) State agencies and external organizations retain operational control of their resources.
   b) The governor or designee has the authority to exercise overall coordination of resources belonging to the state and use directive authority.
   c) The SEOC is the single point of coordination for state-supported feeding operations.

2. Coordinating Elements
   a) AHJ and Partner organizations will determine their mass care requirements and then coordinate with SEOC for state-provided support to limit duplication of efforts.
   i) Coordination will occur between fixed-site emergency supply distribution, mobile feeding operations and mobile supply distribution.
   b) The Business Emergency Operations Center (BEOC) will coordinate with private sector food service and retail establishments to identify functioning locations and support the restoration of critical lifeline infrastructure.
   c) Line of Effort (LOE) – Mass Care will be activated at the direction of the SEOC Manager.
   i) A subunit specifically for feeding support may be created
under, or instead of, the entire Mass Care LOE.

ii) Strategic and operational guidance on LOE operations can be found in IEOP Base Plan, Appendix 4, Line of Effort Coordination and Management.

3. Federal Coordination

a) In a presidentially declared disaster, or when deemed necessary by the Illinois State Board of Education (ISBE), ISBE will coordinate with the USDA’s Food and Nutrition Service (FNS) regional office to identify and obtain commodity food and infant feeding resources under Emergency Support Function (ESF) #11 of the National Response Framework (NRF). ISBE, as the United States Department of Agriculture (USDA) state distributing agency, has the authority to release commodities for the following:

i) Congregate feeding for as long as needed, with FNS guaranteeing replacement of commodities used, and

ii) Disaster household distribution, which will require advance USDA FNS approval.

b) IDHS will coordinate with the United States Department of Health and Human Services (HHS) to identify the applicability and availability of the Disaster Supplemental Nutrition Assistance Program (D-SNAP) and obtain approval for implementation from USDA’s FNS.

c) SEOC liaison officers (LNOs), state agencies, boards and commissions will coordinate with federal counterparts in accordance with enabling authority.

D. System Capabilities and Structure

1. State and voluntary agencies have a variety of contracts and purchasing agreements with commercial food vendors that may be activated.

2. State and voluntary agencies will activate memoranda of understanding with the state’s network of foodbanks.

3. The Red Cross and its partner organizations maintain mobile feeding resources including mobile canteen units and mobile kitchens, both locally and nationally.
4. Common Feeding Methods

a) Commercial Feeding
   i) Delivery or service of commercially prepared food procured through contracts or agreements with private facilities.

b) Fixed Feeding
   i) Distribution of prepared food from a temporary or permanent fixed location.
   ii) Site may be walk in and sit down or drive-through only.
   iii) Points of Distribution (PODs) may distribute basic food and water along with their life-essential, comfort, and clean-up supplies.
   iv) Feeding at shelters is designated and resourced for shelter residents and staff only unless otherwise decided.

c) Mobile Feeding – Community Routes
   i) Delivery of food and water using a van, truck or other vehicle on a designated route.
   ii) May be carried out in coordination with other distribution operations.

d) Mobile Feeding - Targeted
   i) Delivery of food directly to residents’ homes who are identified as being unable to reach PODs or other supply sites.

e) Responder Feeding
   i) Feeding responders is the role of the deployed agencies unless otherwise coordinated.
   ii) Conducted in accordance with IEOP Annex 9, Resource Management and Logistics.

E. Resource and Logistical Support Requirements
1. Resources and logistics support necessary to implement and sustain capabilities will be provided through processes established in Annex 9, Resource Management and Logistics.

2. Additional support may be provided through the Emergency Management Assistance Compact (EMAC), the federal government or private sector.

3. Personnel
   a) State support to staffing requirements will be met through state agencies, activation of mutual aid agreements, EMAC, service contracts and utilization of spontaneous volunteers.
   b) All assigned staff will be trained to assigned missions and made aware of potential risks involved.

4. Facilities
   a) Feeding operations facility requirements will be met through activation of state facilities, mutual aid agreements, service contracts and utilization of donated space and accommodations.

III. Roles and Responsibilities

A. American Red Cross (Red Cross)

1. Coordinate with American Red Cross disaster response operation leadership to determine necessity of, identify and coordinate feeding-operations.

2. Coordinate Red Cross feeding operations with primary and support agencies conducting state mass care.

3. Coordinate with SEOC liaison officers (LNOs) for state agency resourcing and support in accordance with support agency roles and responsibilities and based on scope and magnitude of event.

4. Coordinate with resource providers as necessary, including:
   a) Commercial procurement;
   b) National vendor contracts;
   c) State agency vendor contracts;
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Illinois Emergency Management Agency

5. Coordinate and disseminate public information, crisis communications, educational messaging with SEOC public information officer (PIO) and Red Cross PIO.

6. Coordinate licensure requirements and possible waivers for feeding operations directed by Red Cross.

7. Coordinate public health inspection of feeding operations facilities.

8. Coordinate provisions for Functional Needs Support Services (FNSS) for people with Access and Functional Needs (AFN) within Red Cross facilities with IDPH and IDHS.

9. Coordinate collection, receipt, compilation and development of situational reports on feeding operations.

10. Provide just-in-time-training (JITT) and site-specific training to Red Cross personnel assigned responsibilities, missions and tasks.

11. Coordinate notification, activation and deployment of personnel and equipment in support of state-approved feeding operations.

B. Illinois Board of Higher Education (IBHE)

1. Identify colleges and universities available for use in coordination with the SEOC Red Cross LNO.

2. Provide estimates of food availability for feeding operations to the SEOC.

3. Identify personnel from colleges and universities available to assist in feeding operations.

4. Coordinate notification, activation and use of colleges and universities and personnel required for feeding operations.

5. Coordinate JITT with colleges and universities providing personnel support and feeding facilities.

6. Monitor and advise the SEOC on sustainment requirements for colleges and universities providing feeding support.

C. Illinois Community College Board

d) USDA commodity support, and
e) Donated commodities.
1. Identify community colleges available for use in feeding operations in coordination with the SEOC Red Cross LNO.

2. Provide estimates of food availability for feeding operations to the SEOC.

3. Identify personnel from community colleges available to assist in feeding operations.

4. Coordinate notification, activation and use of community colleges and personnel required for feeding operations.

5. Coordinate JITT with community colleges providing personnel support and feeding facilities.

6. Monitor and advise the SEOC on sustainment requirements for community colleges providing feeding support.

D. Illinois Commerce Commission (ICC)

1. Assist in arranging for priority utility (e.g. power, natural gas and landline telephone) restoration for mass care facilities (e.g. mass care kitchens, food storage areas) and for key economic activities (e.g. grocery stores, commercial restaurants) which could reduce the need for mass feeding.

E. Illinois Department on Aging (IDoA)

1. Coordinate the use of senior citizen centers to produce meals and for the use as feeding centers.

2. Coordinate the potential expansion of Meals on Wheels and senior nutrition programs to meet unmet needs of seniors impacted by disaster.

3. Provide situational awareness of impacts on disruptions to feeding of the elderly impacted by disaster.

4. Coordinate with local Area Agencies on Aging and senior centers for the use of personnel to support feeding operations.

F. Illinois Department of Agriculture (IDOA)

1. Coordinate the use of state and county fairgrounds for use as feeding sites, warehouses and staging areas for feeding operations.

2. Facilitate the communication with industry groups (Farm Bureau, Illinois Pork Producers, Illinois Beef Association, etc.) for the provision of food products.
Illinois Department of Central Management Services (CMS)

1. Provide fuel and mechanical support to feeding operations.
3. Assist in making state contracts available which support feeding operations available.

Illinois Department of Corrections (IDOC)

1. Identify correctional institutions available for use in coordination with the SEOC Red Cross LNO.
2. Identify correctional institution personnel with specialized skills (e.g., food service staff, foreign language interpreters, mental health personnel, health care personnel and logistics staff) available to assist in feeding operations.
3. Coordinate notification, activation and use of correctional institutions and personnel required for feeding operations as directed by the SEOC manager.
4. Identify the need for feeding support at correctional institutions.
5. Identify correctional institutions’ capability and capacity for meal preparation.
6. Determine quantity, type and sustainment capability for meal production, including specialized dietary considerations.
7. Obtain meal production requirements from SEOC Red Cross LNO.
8. Identify and obtain credentials of receiving agents.
9. Coordinate distribution schedule and location, including possible delivery support, with participating agencies and organizations.
10. Determine resupply and sustainment requirements. Resources for resupply include:

   a) State vendor contracts;
   b) Commercial procurement;
   c) USDA commodity support, and
d) Donated commodities.

11. Identify individuals in custody crews available for deployment in support of feeding.

12. Coordinate JITT with correctional institutions providing personnel support and feeding facilities.

13. Monitor and advise the SEOC on sustainment requirements for correctional institutions providing feeding operations support.

I. Illinois Department of Human Services (IDHS)

1. Identify the need for and coordinate Supplemental Nutrition Assistance Program (SNAP), Women, Infants and Children’s (WIC) program, Disaster SNAP (D-SNAP) program, and other state and federal programs.

2. Identify that capacity and availability of IDHS locations for potential use in coordination with the SEOC Red Cross LNO.

3. Identify IDHS personnel available to assist in feeding operations, depending on availability and capacity.

4. Coordinate notification, activation and use of IDHS facilities and personnel required for feeding operations, depending on availability and capacity.

5. If resources and capacity allow, identify the need for feeding support for residents at IDHS facilities.

6. Coordinate feeding operations requirements at IDHS facilities with the SEOC Red Cross LNO.

7. Coordinate JITT with personnel in IDHS facilities providing personnel support and feeding facilities.

8. Monitor and advise the SEOC on sustainment requirements for IDHS facilities providing feeding operations support.

J. Illinois Department of Innovation and Technology (DoIT)

1. Provide assistance with mapping of feeding routes and locations to assist the public in locating available food resources.

2. Provide assistance in managing data from numerous feeding providers to assist in providing overall situational awareness.
K. Illinois Department of Juvenile Justice (IDJJ)
   1. Identify juvenile justice facilities available for use to support feeding operations in coordination with the SEOC Red Cross LNO.
   2. Identify juvenile justice personnel with specialized skills (e.g., food service staff, foreign language interpreters, mental health personnel, health care personnel and logistics staff) available to assist in feeding operations.
   3. Coordinate notification, activation and use juvenile justice personnel required for feeding operations.
   4. Identify juvenile justice institutions capability and capacity for meal preparation and sustainment capability including specialized dietary considerations.
   5. Obtain meal production requirements from SEOC Red Cross LNO.
   6. Coordinate JITT with juvenile justice institutions providing personnel support and feeding facilities.

L. Illinois Department of Natural Resources (IDNR)
   1. Coordinate the use of feeding vendors in state parks and lodges to provide meals.
   2. Provide assistance in distributing food and beverages by boat, snowmobile or all-terrain vehicle for persons in hard to reach areas.
   3. Coordinate the use of state parks, lodges, recreation areas and camp sites as feeding sites and staging areas for feeding operations.

M. Illinois Department of Public Health (IDPH)
   1. Assist IEMA with the procurement of potable water, ice and portable toilets.
   2. Advise the public on the treatment and processes for emergency hauling, handling or disinfection of drinking water.
   3. Support local health department (LHD) food inspection efforts and provide technical consultation, as needed.
   4. Upon request, assist LHDs with foodborne illness investigations or other food-related emergencies.
5. Provide environmental laboratory services to ensure the safety of foods, milk and other dairy products.

N. Illinois Department of Transportation (IDOT)

1. Coordinate the use of rest areas and IDOT yards as staging areas for feeding operations.

2. Coordinate obtaining refrigerated trucks for the storage of food products through trucking associations.

O. Illinois Department of Veterans’ Affairs (IDVA)

1. Identify IDVA facilities available for use in coordination with the SEOC Red Cross LNO.

2. Identify IDVA personnel available to assist in feeding operations.

3. Coordinate notification, activation and use of IDVA facilities and personnel required for feeding.

4. Identify IDVA facility capability and capacity for meal preparation.

5. Identify the need for feeding support at veterans’ homes.

6. Determine quantity, type and sustainment capability for meal production, including specialized dietary considerations.

7. Obtain meal production requirements from SEOC Red Cross LNO.

8. Identify and obtain credentials of receiving agents.

9. Coordinate distribution schedule and location, including possible delivery support, with participating agencies and organizations.

10. Determine resupply and sustainment requirements. Resources for resupply include:

   a) State vendor contracts;
   b) Commercial procurement;
   c) USDA commodity support, and
   d) Donated commodities.

11. Coordinate JITT with IDVA facilities providing personnel support and
12. Monitor and advise the SEOC on sustainment requirements for IDVA facilities providing feeding operations support.

P. Illinois Emergency Management Agency (IEMA)

1. SEOC Manager
   a) Coordinate with SEOC liaisons, internal and external organizations and whole community partners in support of feeding operations.
   b) Assist in the identification, acquisition, timely distribution and accounting of services, equipment and materiel in support of resource requests.
   c) Establish and direct LOEs required for strategic planning and coordination of state-supported feeding operations.
   d) Establish incident management systems and assign coordinating elements for personnel and resources deployed by or on behalf of the state.
   e) Ensure continuity of operations for maintenance and sustainment of feeding operations.
   f) Coordinate and direct transitions between short, intermediate and long-term recovery; establish priorities for resources and services; and provide guidance on feeding operations.
   g) Coordinate with the SEOC private sector LNO to develop and disseminate updates, briefings and intelligence to the private sector.
   h) Coordinate with the SEOC voluntary agency LNO for the integration of volunteer and donations management support into shelter feeding operations.

2. Business Emergency Operations Center (BEOC)
   a) Coordinate with private sector food service and retail establishments to identify functioning locations and support the restoration of critical lifeline infrastructure.

Q. Illinois National Guard (ILNG)
1. Provide field kitchens and related personnel as available to support feeding operations.

2. Provide personnel to assist in preparing and distributing food as a part of humanitarian missions.

3. Assist with logistics and warehousing operations needed to support feeding operations.

4. Assist in the delivery of food and water to persons in isolated areas using high-profile vehicles and helicopters.

5. Assist in providing security for food and food production areas.

R. Illinois State Board of Education (ISBE)

1. Identify schools available for use in coordination with the SEOC Red Cross LNO.

2. Identify personnel from schools available to assist in feeding operations.

3. Coordinate notification, activation and use of schools and personnel required for feeding operations.

4. Coordinate JITT with schools providing personnel support and feeding facilities.

5. Monitor and advise the SEOC on sustainment requirements for schools providing feeding operations support.

6. Coordinate with the SEOC Red Cross LNO to identify the need for United State Department of Agriculture (USDA) commodity support and the Department of Defense (DOD) Fresh Fruit and Vegetable Program.

7. Provide estimates of food availability and product requirements for feeding operations to the SEOC.

8. Provide inventory lists of food immediately available for use to the SEOC Red Cross LNO.

9. Coordinate the procurement of food from existing USDA stocks in the possession of local schools or other agencies, state agencies responsible for distribution of USDA commodities to schools and state warehouses.

10. Initiate procurement requests for food stocked in USDA controlled warehouses.
11. Monitor and advise the SEOC on sustainment requirements for USDA commodity foods support.

S. The Salvation Army (TSA)

1. Coordinate with Salvation Army Disaster Response Operation leadership to determine necessity of, identify and coordinate feeding operations.

2. Coordinate Salvation Army feeding operations with primary and support agencies conducting state mass care.

3. Coordinate with SEOC Liaison Officers (LNO’s) for state agency resourcing and support in accordance with support agency roles and responsibilities and based on the scope and magnitude of event.

4. Coordinate with resource providers as necessary, including:
   a) Commercial procurement;
   b) National vendor contracts;
   c) State agency vendor contracts;
   d) USDA commodity support, and
   e) Donated commodities.

5. Coordinate and disseminate public information, crisis communications, educational messaging with SEOC public information officer (PIO), Red Cross PIO and Salvation Army PIO.

6. Coordinate licensure requirements and possible waivers for feeding operations.

7. Coordinate public health inspection of feeding operations facilities.

8. Coordinate provisions for Functional Needs Support Services (FNSS) for those with Access and Functional Needs (AFN) within Salvation Army facilities with Red Cross, IDPH and IDHS.

9. Coordinate collection, receipt, compilation and development of situational reports on feeding operations.

10. Provide JUTT and site-specific training to Salvation Army personnel assigned responsibilities, missions and tasks.
11. Coordinate notification, activation and deployment of personnel and equipment in support of state-approved feeding operations.

12. Coordinate water and ice provision with IDPH.

13. Provide emotional and spiritual care specialists on mobile and at fixed feeding sites.

T. Illinois Voluntary Organizations Active in Disasters (ILVOAD)

1. Coordinate feeding and hydration operations done by VOAD members to limit duplication of efforts.

2. Maintain situational awareness and information sharing with the SEOC.

U. Illinois Emergency Services Management Association (IESMA)

1. Coordinate SEOC requests for personnel and resources to augment feeding operations with Red Cross SEOC LNO.

2. Coordinate the notification, activation, deployment, coordination and implementation of Emergency Management Assistance Teams (EMAT) and Incident Management Teams (IMT).

3. Establish and support LOE-Feeding Support strategic operations in coordination with the SEOC Red Cross LNO.

   a) Coordinate the collection, analysis and dissemination of LOE-Feeding Support disaster intelligence and provide situation reports to the SEOC manager.

   b) Coordinate resource management requests for LOE-Feeding Support with the SEOC to fulfill logistical requirements.

   c) Develop strategic action plans for support and sustainment of LOE-Feeding Support and sheltering operations.

V. Other Agencies: General Requirements

1. Identify resources, facilities and personnel available to assist in feeding operations.

2. Coordinate notification, activation and deployment of resources, facilities and personnel available to assist in feeding operations.

3. Monitor and advise the SEOC on sustainment requirements for resources,
facilities and personnel providing feeding operations support.

IV. Authorities and References

A. Authorities

1. All authorities found in IEOP Annex 7, Mass Care, as amended

2. Illinois Compiled Statutes 410 ILCS 625, Food Handling Regulation Enforcement Act, as amended.


B. References: