

NATIONAL EMERGENCY MANAGEMENT ASSOCIATION



MODEL EMERGENCY SUPPORT FUNCTION FOR PRODUCTION AGRICULTURE, ANIMAL AND ANIMAL INDUSTRY

SEPTEMBER 2002

Produced by: The National Emergency Management Association

Funded by: The United States Department of Agriculture

STATEMENT OF NEED FOR MODEL PLAN

Time is of the essence.

Since 1997, efforts have been underway to develop a national response capability to an animal health emergency such as recently seen in the United Kingdom with foot and mouth disease. Much has been accomplished but much is left to do.

The events of September 11, 2001, and the realization of the potential for agroterrorism have put the need for uniformity of response on a fast track. The United States Department of Agriculture (USDA) and the Federal Emergency Management Agency (FEMA) have done much in this area in recent months in the form of detailed operational procedures. However, these plans have a place in less than half of the state and local emergency operations plans. Currently, no federal program for outreach or development is in place to assist state emergency management agencies to develop such plans needed for appropriate response.

National Emergency Management Association (NEMA) received a grant from USDA in September of 2001 to write a model plan that would bridge the current gap. The enclosed document is a draft of that model.

The following model or example plan is intended to be a guide for those states developing a state plan for production agriculture, animal and animal industry and as a source of information on national trends for those already having such plans. This plan is written in a comprehensive emergency management format as provided by the Federal Emergency Management Agency, Emergency Management Institute, and National Emergency Management Training Center. Recognizing the differences in format that is seen in the various state plans, (emergency support function [ESF], Annex, etc.) the comprehensive emergency management format was chosen for the model to provide for a generally recognized format that is easily adapted to any state plan regardless of its structure.

This model is general in content so as to allow for inclusion in a State Emergency Operations Plan. Such plans are supported by more detailed and more voluminous Concepts of Operations and Standard Operating Procedures written by the identified primary and support agencies. USDA in collaboration with State Departments of Agriculture and State Boards of Animal Health has already produced such Concepts of Operation in most cases. Recognizing that mutual aid is a key component to a successful regional or national response to catastrophe, it is only safe to assume that mutual aid will play an enormous role in response to an animal health emergency or act of agroterrorism. Uniformity of plans is a necessary component in dovetailing mutual aid from one state to another.

Comment has already been heard recognizing the need for consistent local plans for counties or jurisdictions. It is not the intent of this current initiative to address how a

state deals with local plans within the state. Most state plans are mirrored at the local level as a prerequisite for federal funds. The state will support local program development. State primary and support agencies will write and coordinate more detailed standard operating procedures based on state response structure and available resources.

This model plan is not intended to create a “cookie cutter” approach to state emergency management planning for production agriculture, animals and animal industry in catastrophic events. It is intended to provide a format for addressing certain key elements for an adequate state response while at the same time providing for a seamless regional and national response.

Plans are written to be edited, modified and changed as operating such plans may require. This is a start. Time is of the essence.

ASSUMPTIONS

The Stafford Act has as a primary mission to protect human life and property.

Disasters in the past decade have shown that damage to production agriculture can be not only an economic crisis to individuals and communities but, especially in animal production agriculture, can prove to be an environmental and public health challenge.

Foreign animal disease can wreak havoc on the economy of not only a region but on the entire United States.

Foreign animal disease can be used as a weapon of mass destruction, causing enormous economic damage, but may also pose as a vehicle or reservoir for zoonotic disease that may threaten human life and the ability to feed the nation.

Disasters of the past decade have illuminated the existence of a human animal bond that has time and again affected the behavior of large segments of the population and how they behave in disaster situations.

People with companion animals frequently will choose not to evacuate rather than leave animals behind.

People will frequently try to reenter an area to retrieve animals before an all clear is given.

People will frequently live in the streets rather than abandon animals so that they may enter evacuation shelters.

This type of population behavior puts the animal owners and emergency responders at risk.

Integrated emergency management has for the past 23 years dealt with similar life, safety and property issues by utilizing federal, state, local and private sector agencies and resources.

Federal and state emergency operation plans based on statutory authority and executive order authority assigned to various agencies can through emergency support functions accommodate all areas of emergency response.

Private sector agencies, whether through Congressional mandate as with the American Red Cross (ARC) or missions assigned through Voluntary Organizations Active in Disaster (VOAD), play an enormous role in disaster response.

For issues not addressed in other extraordinary disaster declarations for production agriculture and animal issues, this same methodology of integrated emergency management can be used to solve such issues.

The following enclosure is presented as a model plan that addresses only the key elements that should be present in a state plan to provide for the compatibility necessary for successful mutual aid.

Generic in scope, this plan can be applied to any statutory government structure. The generalities in this document are to allow for flexibility to adapt to any statutory format while at the same time addressing the necessary authority to accomplish the task.

The document is based on the emergency management emergency support function structure and the Federal Emergency Management Institute Comprehensive Emergency Management format.

I. INTRODUCTION

This Emergency Support Function (ESF) is not currently applicable to any ESF in the Federal Response Plan. A state agency or agencies with the statutory authority for animal and animal industry issues will be the primary agency. This may be either the State Department of Agriculture and/or a State Board of Animal Health, or Animal Health Commission. An ESF may have more than one primary agency where overlapping authority may occur. The primary agency will be responsible for but not limited to coordinating the disposition of abandoned, diseased, disabled or dead animals, animal protection, animal health emergency management and agroterrorism. This ESF will recognize certain catastrophic events related to animals, animal and production agriculture as events requiring activation of the state emergency operations plan. This ESF will coordinate with and support ESF 8 in zoonotic disease or toxicosis where the public health may be affected. This ESF will support ESF 8 in acts of terrorism where animal industry and or production agriculture is the vehicle for dissemination of a chemical or biologic agent.

II. PURPOSE

To coordinate application of state resources in mitigation, planning, training, response and recovery to assist animals and production and animal agriculture in an animal health emergency, natural disaster or other catastrophic event whether natural or man-made and, where necessary, provide for a seamless integration of county, state and federal response.

III. RESPONSIBILITY

A. Primary Agency

State Department of Agriculture and/or Board of Animal Health or Animal Health Commission.

B. Support Agencies

RESOURCE NEEDED	EXAMPLE AGENCY
Procurement, emergency contracts etc.	State Procurement office
General Equipment, Personnel, Aircraft and Vehicles	Department of Corrections
Specialized Equipment, Personnel, Aircraft, Vehicles, Tents, Supplies, Herd Depopulation and Biosecurity.	Department of Defense, National Guard
Specialized Facilities, Personnel and Training	Department of Education

RESOURCE NEEDED	EXAMPLE AGENCY
Health and Medical, Animal Friendly Shelter Site Planning, Training and Information Sharing (zoonotic disease)	Department of Human Resources, Health Department, American Red Cross (ARC), Voluntary Organizations Active in Disaster (VOAD), Veterinary Medical Assistant Teams (VMAT)
General Personnel	Department of Labor
Wildlife and Wild Animals Surveillance and Management	Department of Natural Resources, Wildlife Management
Quarantine Enforcement, Traffic Control, Law Enforcement, Communications, Equipment, Aircraft and Escort	State and Local Law Enforcement, Department of Public Safety, Department of Transportation
Heavy Equipment, Construction, Technical Assistance, Decontamination and Hazardous Materials	Department of Transportation
Specialized Consultation, Equipment, Laboratories, Facilities, Research and Development, Standardization of Training and Training	Board of Regents, University System
Specialized Communications, Intelligence and Laboratories.	State Bureau of Investigation, Veterinary Diagnostics Labs
Communications, State and Local Operations Centers, Staging Areas, Coordination of All State Resources for Mitigation, Planning, Training, Response and Recovery	Emergency Management
Fire Services, Specialized Equipment and Aircraft, Facilities, Decontamination and Hazardous Materials.	Forest Service
Volunteer Groups for Personnel, Equipment, Technical Assistance, Mutual Aid, Rescue, Sheltering, Planning, Training, animal medical care and public health issues.	VOAD (i.e. state Veterinary Medical Association, humane groups), National Disaster Medical System (NDMS), VMAT
Equipment, Personnel and Tech Support	Agribusiness and Industry
Hazardous Materials, Decontamination	Department of Natural Resources, Environmental Protection

IV. CONCEPT OF OPERATIONS

- A. The primary agency will coordinate with appropriate agencies and organizations to ensure operational readiness. The primary and support agencies will develop and maintain standard operating procedures (SOP) for surveillance and response to include, but not limited to, poultry, cattle, swine, dairy, sheep, goats, equine and companion animal industries as well as wildlife and exotic animals. Such SOPs will be developed for surveillance and response to pests of crops and horticulture. These procedures will relate to catastrophic disaster and disease that pose a significant impact on human life, property or the economy.
- B. The primary agency will coordinate and support the appropriate agencies to protect the public from disease or injury from animals, animal industry or production agriculture which have been negatively impacted by an emergency or disaster. This function will also include, but not be limited to, facilitating the evacuation of animals.
- C. The primary agency's emergency management coordinator will facilitate and coordinate with support agencies and organizations such as the state and local veterinary medical organizations, humane organizations, animal rescue groups and private sector entities to meet emergency responsibilities.
- D. The primary agency's offices, divisions and districts will provide personnel, supplies, equipment and facilities at the request of the primary agency's emergency coordinator.
- E. Emergency operations necessary for the performance of this function include, but are not limited to:
 - 1. Mitigation and Preparedness
 - a. Develop mutual aid agreements with government agencies, professional associations and private agencies and organizations. Provide for surveillance for foreign animal disease or an animal disease, syndrome, chemical, poison or toxin that may pose a substantial threat to the animal industries, economy or public health of the state. Provide for surveillance of every plant pest of unknown or questionable origin which may pose a potential or substantial threat to agriculture, horticulture, economy or public health of the state.
 - b. Conduct training sessions and workshops to assist local communities and support agencies and organizations.

- c. Coordinate with the Department of Human Resources and ARC (ESF 6) in identifying animal friendly shelter sites near approved emergency ARC shelters.
- d. Participate in and/or conduct exercises and tests.
- e. Work to develop county and local plans and resources.

2. Response and Recovery

- a. Support the disaster response and recovery with all available resources.
- b. The primary agency must have access to or the authority to restrict movement, detain in one location or move to another, animals, equipment, products and personnel for the purpose of control and eradication of disease. Such authority or access to authority must be both interstate and intrastate.
- c. Coordinate local emergency response teams with the statewide support network and support both intrastate and interstate mutual aid such as the Emergency Management Assistance Compact (EMAC).
- d. Manage and direct evacuation of animals from risk areas and provide technical assistance to prevent animal injury and disease dissemination.
- e. Requisition personnel and equipment to triage and shelter facilities.
- f. Secure supplies, equipment, personnel and technical assistance from support agencies, organizations and other resources to carry out the response plans associated with animal health emergency management or any act of agroterrorism that may pose a substantial threat to the state.
- g. Provide assistance to the established pet shelters and/or other areas.
- h. Continue to augment services to effect rapid recovery.
- i. Restore equipment and supplies to normal state of readiness.
- j. Coordinate public information and provide updates for ESF 5, Information and Planning.

k. Maintain financial records on personnel, supplies and other resources utilized and report to the emergency management agency, upon request.

l. Resume day-to-day operations.

V. SUCCESSION OF AUTHORITY AND POLICY

The commissioner or director of the primary agency shall provide an emergency coordinator and at least one alternate to meet the emergency responsibilities of that agency.

The primary agency's designees will represent the agency in time of an emergency or disaster, provide for operational support in the SOC when requested by the state emergency management agency to meet the obligations of this ESF.

The primary agency, in the event of an animal health emergency, may request activation of the state emergency operations plan in support of such an emergency. This may or may not occur in concert with an extraordinary declaration of emergency by the United States Secretary of Agriculture. The primary agency will respond to meet responsibilities of the ESF or Annex in a declaration of disaster for any catastrophic or "all hazard" event.

In an extraordinary state of emergency declared by the Secretary of the USDA, authority will proceed according to United States Code of Federal Regulations and the uniform methods pertaining to the specific event. Other state laws and regulations may also apply.

Funding for extraordinary declarations of emergency will follow existing policy for such events while other collateral consequences and costs of activation and operations of the emergency management system will follow the policy of state and local support provided in the Stafford Act. Recognizing the severe economic consequences of such events and the damage to part of the nation's critical infrastructure, including the ability to feed the nation, such measures to control and eradicate the events responsible for the extraordinary declaration will receive the highest priority.

Acts of terrorism may be directed to the nation's food supply, either as the target or as a vehicle of chemical and biologic weapons of mass destruction. Acts of terrorism are a federal crime, and the response to such events are authorized and outlined in the United States Government Interagency Domestic Terrorism Concept of Operations (the CONPLAN). The Federal Bureau of Investigation (FBI) is recognized as the primary federal agency in acts of terrorism. All other activities will proceed as consequences of such an event as described in the CONPLAN. At such time as the Attorney General of the United States relieves

the FBI of the primary federal agency status, the event will proceed according to the Federal Emergency Operations Plan, the extraordinary state of emergency and uniform methods for the specific events, state emergency operations plans and this ESF.

All other events whether an emergency or catastrophic event will follow the guidelines of the federal and state emergency operations plans. All emergency and catastrophic events related to animal health emergency management will be guided by such policy adopted by USDA, the state department of agriculture or board of animal health and the United States Animal Health Association.

Recognizing that the ability to respond to and recover from such events is a result of mitigation, planning, training and exercise, all primary and support agencies will participate in such activities to maintain a state of readiness of this ESF.