



# Livestock Emergency Response Plan Template

## Supplemental Information

September 2014



**NABC**  
NATIONAL AGRICULTURAL  
BIOSECURITY CENTER

**KANSAS STATE**  
UNIVERSITY





This work was funded by the Office of Health Affairs, Department of Homeland Security, under Contract No. HSHQDC-10-A-BOA33. The work constitutes and contains the intellectual property of the Department of Homeland Security. The work may be used freely for governmental livestock emergency response planning purposes and not for commercial use. Any other use requires written permission from the Department of Homeland Security.

NABC appreciates the expertise and cooperation of The Institute for Infectious Animal Diseases, JHC Associates, LLC, and the state, federal, and industry representatives who offered time, insight and feedback in the development and review of this document.

## CONTENTS

<b>Preface</b>	<b>i</b>
<b>Acronym List</b>	<b>ii</b>
<b>Planning Considerations</b>	<b>v</b>
<b>Understand the Situation</b>	<b>v</b>
<b>Establish Goals, Objectives, and Strategy</b>	<b>v</b>
<b>Develop the Plan</b>	<b>vi</b>
<b>Prepare and Disseminate the Plan</b>	<b>vi</b>
<b>Evaluate and Revise the Plan</b>	<b>vii</b>
<b>Sample Text</b>	<b>vii</b>
<b>I. INTRODUCTION</b>	<b>1</b>
<b>II. PURPOSE</b>	<b>1</b>
<b>III. SCOPE</b>	<b>1</b>
<b>IV. SITUATIONS</b>	<b>3</b>
<b>V. ASSUMPTIONS</b>	<b>5</b>
<b>VI. CONCEPT OF OPERATIONS</b>	<b>7</b>
<b>Incident Identification</b>	<b>7</b>
Identification	7
Initiation	8
<b>Incident Management</b>	<b>8</b>
<b>Defining Response Actions</b>	<b>10</b>
<b>Communication and Coordination</b>	<b>12</b>
Communication (internal, between response partners)	12
Communication (external, public information)	12
Coordination	13
<b>Assessment, Control, and Containment</b>	<b>14</b>
State FEAD Response Teams	14
Assessment	15
Control	15
Containment	16
<b>Recovery</b>	<b>17</b>
Follow-up Surveillance	18



<b>VII. PRINCIPAL PARTIES</b>	<b>19</b>
<b>VIII. ACTIONS</b>	<b>21</b>
<b>IX. ORGANIZATIONS AND ASSIGNMENT OF RESPONSIBILITIES</b>	<b>22</b>
<b>Governor or Designated State Animal Health Official</b>	<b>22</b>
Governor	22
Designated State Animal Health Official	23
<b>Lead Agency</b>	<b>23</b>
<b>State Agencies or Departments Supporting the Lead Agency</b>	<b>25</b>
<b>Tribal Governments</b>	<b>27</b>
<b>Local Governments</b>	<b>28</b>
<b>Private Sector</b>	<b>29</b>
<b>X. DIRECTION, CONTROL, AND COORDINATION</b>	<b>30</b>
<b>XI. INFORMATION COLLECTION AND RESOURCES</b>	<b>31</b>
<b>XII. COMMUNICATIONS</b>	<b>32</b>
<b>XIII. ADMINISTRATION</b>	<b>33</b>
<b>XIV. PLAN DEVELOPMENT AND MAINTENANCE</b>	<b>34</b>
<b>XV. AUTHORITIES AND REFERENCES</b>	<b>35</b>
<b>Appendix A</b>	<b>36</b>
<b>Livestock Emergency Response Plan (LERP) Template Contact Lists And Matrices</b>	<b>36</b>
Contact Lists	36
Federal Emergency Contact Numbers	36
State Responsibilities Matrix – FEAD Emergency	38
Federal And Local Government And Private Entity Responsibilities Matrix - FEAD Emergency	38

## **PREFACE**

This document provides supporting material for state, tribal, and territorial livestock emergency response planning personnel who are using the Livestock Emergency Response Plan (LERP) template to develop a stand-alone livestock emergency response plan or an annex to an existing all-hazards plan. Throughout the text of this supplemental guide the term “state” will be used to indicate the governmental entity developing the LERP, however, it should be understood that this same supplemental information will be appropriate for the development of a LERP by either a tribal or territorial government entity.

This supplement consists of several sections, which provide general planning guidance adopted from the National Incident Management System (NIMS). Each section contains sample text and content suggestions for many of the sections outlined in the LERP template. The sample text was taken from existing state livestock emergency response plans and is provided as a suggestion for content development or modification. States might use the content in the supplemental guide as provided, modify it as needed, or create new content tailored to the individual state’s response structure. The Appendix contains contact lists and job matrices to be completed during the planning process.

**EXPLANATION OF ACRONYMS**

ADD	Associate District Director
AHC	Animal Health Commissioner
APHIS	Animal and Plant Health Inspection Service
ConOps	Concept of Operations
CPG-101	Comprehensive Preparedness Guide 101
DAH	Division of Animal Health
DHS	Department of Homeland Security
DOC	Departmental Operations Center
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FADD	Foreign Animal Disease Diagnostician
FAD PReP	Foreign Animal Disease Preparedness and Response Plan
FBI	Federal Bureau of Investigation
FEAD	Foreign or Emerging Animal Disease
FMD	Foot and Mouth Disease
FSIS	Food Safety and Inspection Service
GIS	Geographic Information System
ICS	Incident Command System
IAP	Incident Action Plan
ICP	Incident Command Post
IRT	Incident Response Team
JIC	Joint Information Center
LERP	Livestock Emergency Response Plan
MAA	Mutual Aid Agreement
MAC	Multi-Aid Compact
MOU	Memorandum of Understanding
MSP	Multi-State Partnership for Security in Agriculture
NAHLN	National Animal Health Laboratory Network
NESAASA	New England States Animal Agriculture Security Alliance
NIMS	National Incident Management System
NRF	National Response Framework

NVS	National Veterinary Stockpile
NVSL	National Veterinary Services Laboratory
PPE	Personal Protective Equipment
SAADRA	Southern Agriculture and Animal Disaster Response Alliance
SDA	State Department of Agriculture
SDEM	State Department of Emergency Management
SDHE	Department of Health and Environment
SEOC	State Emergency Operations Center
SEOP	State Emergency Operations Plan
SOP	Standard Operating Procedure
UC	Unified Command
USDA	United States Department of Agriculture
VS	Veterinary Services



## PLANNING CONSIDERATIONS

It is essential that a clear, focused planning process be utilized by state, tribal, and territorial government entities when developing an emergency operations plan (EOP) for responding to a livestock-related emergency such as an infectious or highly contagious foreign or emerging animal disease (FEAD) affecting poultry, exotic, and domestic livestock (inclusively referred to as “livestock” throughout this document). Prior to developing a plan, three fundamental issues must be addressed:

1. Identify who should be included on the planning team. Decide which agencies, organizations, and private sector representation are needed. Assign a lead or coordinator for the planning group.
2. Determine what functions, tasks, or expertise are important to a FEAD response.
3. Determine the format for the plan (i.e., stand-alone, annex, appendix, or emergency support function), intended plan audience, and level of detail necessary.

The planning process should provide the most current information available that accurately describes what the emergency incident will entail, including the five primary planning phases recommended by the National Incident Management System:

### Understand the Situation

The first phase includes gathering, recording, and analyzing the situation using resource information that provides a clear picture of the magnitude, complexity, and potential impact of an emergency. This information allows planners to determine the resources required to develop and implement an effective emergency response plan.

### Establish Goals, Objectives, and Strategy

The second phase includes development of goals and objectives and an appropriate response strategy that conforms to the legal obligations and management objectives of all affected agencies. See sections II and III of the LERP for development of goals and objectives. Reasonable strategies that accomplish the objectives are identified, analyzed, and evaluated to determine the most appropriate strategy for response. Evaluation criteria for selecting a strategy include minimizing impact on the livestock industry, safety for both livestock and responders, estimated costs, and various environmental, legal, and political considerations.

Goals clarify the need and desired results of a plan and create the foundation for planning and development of a LERP. Goals describe the intention of the LERP relative to a state’s preparation for, response to, and recovery from a FEAD. The plan should outline the actions needed to achieve specific goals.

1. What does the state want to accomplish through the planning process?
2. What are the specific emergency situations that this plan is designed to address?
3. How will the plan impact communication and coordination between participating agencies?
4. How is this plan designed to support or integrate with the all-hazards base plan?

5. How will the state manage an emergency response in coordination with other states and local or federal partners?
6. How will the plan promote recovery?
7. What problem areas have been identified by past exercises or responses that need to be addressed in this plan?
8. How will surge capacity be provided when initial resources are exceeded?

Goals represent broad concepts, while objectives are more specific and define how the goals will be achieved. Objectives should be measurable and conform to the legal obligations of affected agencies. In formulating objectives, planning teams should prioritize and identify appropriate strategies to accomplish each. States may choose to not include objectives in their LERP; however, objectives should still be developed to drive the planning process.

Strategies for accomplishing objectives may take the form of procedures such as sampling, surveillance, cleaning and disinfection, depopulation, and any other operational task associated with the response. Such procedures are usually detailed in agency operational plans or other supporting documents.

Other planning considerations include identification of required resources and projections of the probable course of events before, during, and after an emergency.

1. How will each objective be attained in a measurable manner?
2. What is the indicator that an objective has been met?

## **Develop the Plan**

The third phase involves determining the tactical direction, specific resources, reserves, and support requirements for implementing the selected strategy. This phase is the responsibility of the lead agency, which determines the resources allocated in a sustained response. After determining the availability of resources, the lead agency, together with others on the planning team, develops a plan that makes the best use of these resources.

Prior to the formal planning meetings, each member of the planning team is responsible for gathering information to support the decisions necessary for fulfilling the pre-planning issues identified above.

## **Prepare and Disseminate the Plan**

The fourth phase involves preparation and dissemination of the plan. The plan should be prepared in a format appropriate for distribution (i.e., Microsoft Word or PDF), with recommendations for training and implementation. Generally, distribution of a plan of this nature will require several levels of training ranging from awareness to application.

## **Evaluate and Revise the Plan**

The planning process requires evaluation and quality control to ensure accuracy. Lead and support agencies should regularly compare planned responses with actual experience when the situation arises. If there are no actual experiences, the plan or sections of the plan should be tested using tabletop and functional exercises. When deviations occur and new information emerges, the information should be updated immediately.

## **Sample Text**

This section provides text from existing state FEAD plans as examples of possible LERP content language and may or may not be appropriate for individual state plans. It is not intended to be all-inclusive for any given section of a LERP and is intended only as examples. Samples may include text extracted from multiple state plans.

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## I. INTRODUCTION

The Introduction section should provide the reader with insight about why the plan is being written, how it will be implemented, what it addresses, and who the participants are in the planning process.

### **Sample Text**

*The agriculture industry is a major contributor to the economy in this state, the nation, and to the world. An outbreak of a disease that impacts the agricultural community could result in the disruption of social, public health, animal health, animal welfare, and economic systems of unprecedented national scale, if it were not readily and effectively controlled.*

*This plan recognizes that effective FEAD control and eradication, even under the best of circumstances, may require resources and cooperation of local, state, and federal agencies in order to minimize the impact on the agriculture industry and commerce. Response procedures will likely extend across county lines, requiring a coordinated response.*

## II. PURPOSE

The Purpose section provides the overarching principles and goals used to guide the plan's development. Goals provide the foundation for planning and developing a LERP by describing what the plan is intended to do relative to a state's preparation, response, and recovery from a FEAD.

### **Sample Text**

*The purpose of this appendix is to describe the roles and responsibilities of various agencies during disease outbreaks involving livestock. This plan applies to outbreaks that require swift intervention by the State Department of Agriculture (SDA) and United States Department of Agriculture (USDA) with support from other state and federal resources. When used in this appendix "SDA" refers to the SDA Division of Animal Health (DAH) and other SDA employees who will work under the direction and control of the Animal Health Commissioner (AHC).*

*The purpose of this appendix is to provide guidance in preparing for, identifying and responding to, recovering from, and mitigating against any infectious or highly contagious FEAD affecting the poultry, exotic and domestic livestock, and wildlife of the state.*

## III. SCOPE

The Scope must identify the general application of the LERP and its limitations. This is accomplished by defining specific objectives which relate directly to the overall goals of the plan. Objectives are more specific than goals, and define how goals will be achieved. Objectives ideally can be measured. The process of developing objectives requires establishing priorities and identifying strategies to meet those objectives. Strategies may take the form of procedures that support a response, such as: sampling, surveillance, evidence collection, depopulation, temporary livestock housing and care, disinfection, carcass

disposal, and any other operational tasks associated with the response. All objectives must conform to the legal obligations of all affected agencies.

The Scope should briefly introduce any coordinated efforts between federal, state, or local entities. It should also introduce the difference between intrastate and interstate events and how they will be handled in a coordinated manner. In addition, this section should identify the participating and supporting agencies in a livestock/FEAD emergency response.

### **Sample Text (Goals)**

*The goals of this plan are:*

- *To ensure effective and coordinated communication between federal, state, and local responders, authorities, and the public*
- *To minimize the impact of a FEAD incident*
- *Establish policy and procedures to respond to and recover from a FEAD incident as quickly as possible*
- *To provide for interstate and interagency coordination during a FEAD emergency*
- *To specify duties, roles, and responsibilities*
- *To provide rapid and appropriate depopulation and disposal of infected animals*

### **Sample Text (Objectives)**

*The objectives of this plan are:*

- *Identify the lead agency in a FEAD response*
- *Identify the triggers that result in plan implementation*
- *Establish the authority under which this plan can be implemented*
- *Facilitate the creation of mutual aid compacts (MACs) and emergency management assistance compacts (EMACs) for interstate assistance*
- *Identify and define roles and responsibilities of supporting agencies and groups to facilitate response coordination*
- *Identify the scope of state involvement in recovery and identify responsible agencies for recovery after a FEAD emergency*

## IV. SITUATIONS

This section of the plan should identify physical, cultural, or environmental features of a state that could impact implementation of the LERP. Sufficient detail should be included to clearly identify these aspects and their potential impact on an emergency or subsequent response and recovery. Aspects that require contingency planning should be highlighted and emphasized with a brief overview of mitigation efforts. Current mitigation efforts should focus on long-term measures for reducing or eliminating risk associated with these aspects. The consideration of situations should target the areas of a state where systems or components of livestock production are vulnerable to an unintentional or deliberate livestock-related emergency incident and where the consequences of an incident have significant impact on a state's population or economy.

### **Sample Text**

- *There are an estimated 6.6 million head of cattle, 3.3 million head of swine, 74,000 head of sheep, 13.5 million poultry, and a domestic industry consisting of horses, elk, bison and others within the state that are vulnerable and potential targets of a FEAD, either by natural infectious processes or biological terrorist attack. The state also has a free-ranging animal population in excess of 300,000 deer, 5,000 pronghorn antelope, 300 elk, and 120 bighorn sheep which are also potential targets for a FEAD.*
- *Interstate XX runs through the middle of the state. This increases bio-terrorism possibilities and also poses challenges in case of quarantines. Large numbers of people and vehicles, and possibly animals, in transit would have to be managed. There are also many feedlots close to or bordering Interstate XX.*
- *Animal industries are critical to the state's economy. Cash receipts for livestock and livestock products total \$8.7 billion each year. Value-added products, such as food, add substantially to these totals. A major FEAD outbreak could negatively affect the animal industry and those businesses that depend on it. Export of livestock and livestock products would decrease. Businesses would fail. Tax revenue generated directly and indirectly would diminish dramatically. If the FEAD spread to other states, it would have a devastating impact on the United States' ability to compete in the global marketplace.*
- *A major FEAD outbreak could create environmental and public health hazards to humans including the exposure to animal disease organisms which can also cause disease in people (zoonotic), hazardous materials and contaminated water supplies, crops, livestock, and food products. There would also be a significant mental health impact.*
- *Response to a FEAD may involve local, state and federal governments, and other entities. No single local or state agency has full authority and expertise to act unilaterally, nor do they have the resources necessary to deal with a large-scale situation.*
- *If an effective response is beyond the local government's capability, state assistance may be required. The governor may proclaim a "State of Emergency" and the provisions of the State Emergency Operations Plan (SEOP), including this Annex, will be implemented. In implementing this Plan, activation of the EMAC or other regional/national assets may be necessary.*

- *If the situation is beyond local and state capability, the governor may ask for federal assistance by requesting a Declaration of Emergency from the United States Secretary of Agriculture or a Presidential Declaration of an “emergency” or “major disaster.”*
- *If the situation is beyond local and state capability, the State Veterinarian, in conjunction with the USDA Animal and Plant Health Inspection Service (APHIS)-Veterinary Services (VS) Associate District Director (ADD), may request the National Veterinary Stockpile (NVS) be deployed. The NVS provides personnel and physical resources to natural or man-made disaster sites.*

**Notes:**



## V. ASSUMPTIONS

This section should identify any considerations assumed to be true for the purpose of completing the FEAD emergency response plan. The assumptions identify possible limitations to the plan and emphasize conditions that, if found to be false during a response, require contingency planning or other plan implementation adjustments.

### **Sample Text**

- *A FEAD may be infectious or contagious; it may affect both farm/ranch animals and wildlife in the state; and it may be extremely difficult to identify, isolate, control, and eradicate. The disease may also spread to animals in other states and other countries.*
- *A FEAD may be introduced accidentally, through natural mechanisms, or as an act of terrorism. It may appear as a single disease or in the form of several diseases all at one time.*
- *Most individuals who observe sick livestock or wildlife will notify a veterinarian, game warden, game biologist, or some other official dealing with animals.*
- *The time delay between the detection of an animal disease and its identification as a FEAD may be delayed. This could result in a long-term, very costly implementation of emergency control measures or deployment of response personnel for up to 6 months or even longer.*
- *Control and eradication of an identified FEAD will involve local, state, and federal agencies, not just those associated with agricultural activities.*
- *Agencies, organizations, and individuals identified in the plan are familiar with it, and will execute their assigned responsibilities, including the timely reporting of disease.*
- *The State Department of Agriculture will utilize the Incident Command System (ICS) to manage the response to a FEAD threat or outbreak within the state.*
- *The ADD for USDA/APHIS-VS will have a cooperative role to assist the State Veterinarian as appropriate in case of any animal health emergency.*
- *Some individuals may not believe in the viability or validity of the threat posed by an infectious or contagious FEAD, and they may take actions counterproductive to the government process to isolate, control, and/or eradicate the disease.*
- *Local governments, state agencies, and the state will not have sufficient funds to pay for all the operations and activities involved in a large-scale, contagious animal disease response, and the federal government will need to provide assistance from the outset to help stop the spread of the disease.*
- *In order to stop the spread of a FEAD, proactive and prompt actions may have to be taken by government authorities to quarantine and depopulate privately-owned animals and wildlife following the positive identification/confirmation of a FEAD.*
- *Identification of a FEAD in the state, United States, or surrounding countries will significantly restrict the intrastate, interstate, and international movement of animals (especially livestock) and animal products.*

- *Utilities, water, roads, and veterinary medical supplies may become inaccessible in the event of a quarantine.*
- *FEADs, not identified, isolated, and controlled or eradicated, could cause death or disability to thousands of animals and could severely disrupt the economy and even change the culture and well-being of people in the state.*
- *Incursion of certain FEADs, such as Foot and Mouth Disease (FMD), will necessitate mass carcass removal and disposal.*
- *Livestock owners, defenders of animal rights, and other citizens may strenuously object to the depopulation of large numbers of animals.*
- *A FEAD event may be expected to result in stress and/or emotional trauma for responders, individuals, and communities.*
- *Animal carcasses and unused animal feed may create sanitation, pest, and vector control problems.*
- *Those having animals as revenue property will expect to be reimbursed by the government for their losses.*
- *Immediate market value indemnity to owners for their depopulated animals is essential in order to (a) maintain credibility with producers, marketers, and processors; (b) encourage prompt, thorough disease reporting by owners; and (c) prevent the FEAD from going “underground” through clandestine channels of trade.*
- *A ban on the entry of certain animal products into human and/or animal food chains could result in illicit slaughter, processing, distribution, or preservation of these products.*
- *Livestock disease emergencies may lead to long term economic impacts requiring long term federal and state assistance programs for recovery.*
- *Infectious, contagious FEADs can often be preserved for long periods of time on inanimate objects (fences, road surfaces, animal feed, farm equipment, etc.), and they can be transported over large distances by vehicles, animals, humans, etc.*
- *Some FEADs are zoonotic (i.e., they can adversely affect humans).*

## VI. CONCEPT OF OPERATIONS

The Concept of Operations (ConOps) section should contain general information describing the actions needed to ensure an effective response (i.e., what should happen, when it should happen, and under whose direction). This section identifies the coordinating personnel and agencies involved in the FEAD response, but does not describe or replace specific agency protocols and procedures established separately. In general, the ConOps should serve as a road map for a FEAD response which results in a coordinated effort among all parties.

General topics for each individual section header are addressed in this ConOps section, with specific information about individual agency or group tasks identified in the Organizations and Assignment of Responsibilities section later in the template. Details regarding specific actions or procedures under each of the headings need not be included in the state plan. Details should be reserved for operational plans and standard operating procedures or guidelines.

### Incident Identification

This section should include the process for identifying an incident, which includes the rapid identification, detection, and confirmation of the incident. Incident identification also defines notification and action triggers.

#### *Identification*

##### **Sample Text**

*Animal disease incidents may come to the attention of state and/or federal agencies in a variety of ways.*

- *Traditionally, a local producer notices signs that livestock are sick and the local veterinarian is notified*
- *Results of initial interviews and case investigations*
- *Known intentional act*
- *Some incidents start in other states and USDA notifies the states with information about the outbreak*
- *Laboratories may report incidents to the Animal Health Commissioner*
- *The media may report on disease outbreaks prior to USDA notification*
- *Rumors of some diseases can also initiate a rapid response to rule out the rumor and to ease public fears*
- *Number of confirmed or suspected cases*
- *Clinical diagnosis of specific diseases of concern in humans or animals*
- *Current intelligence*

## **Initiation**

### **Sample Text**

- *Once notified of a potential incident, the State Department of Agriculture will activate the SDA Incident Response Team (IRT) who will work out of the Departmental Operations Center (DOC). The team will coordinate with internal program staff, other state agencies, and federal counterparts.*

*Some or all of the ensuing actions may include:*

- *Targeted epidemiological investigation*
- *Increased surveillance for patients and animals with certain clinical signs and symptoms*
- *Notification and coordination with appropriate stakeholders from government agencies, industry, and the public*
- *Once the incident necessitates the need for outside resources, operations would be moved to the State Defense Complex and the State Emergency Operations Center (SEOC) would be activated.*
- *For incidents identified in other states, the Animal Health Commissioner may decide to activate the IRT to organize SDA and USDA resources and begin preparing for a response.*
- *Border restrictions may be enacted, which could result in the need for a state disaster declaration and the activation of the SEOC.*

## **Incident Management**

This section should provide a general description of coordination and support mechanisms to manage an incident: establish a chain of command, establish incident command posts and other operational components (e.g., incident management teams), and activation of the Emergency Operations Center (EOC) if necessary. This section should also include a general description of the capabilities and processes in place for certain protective action strategies and actions.

### **Sample Text – Chain of Command**

*Any incident that begins to stretch the resources of the State Department of Agriculture (SDA), Division of Animal Health can result in the activation of the SDA Incident Response Team (IRT). The purpose of the team is to utilize all available SDA resources to assist any division in responding to incidents that overwhelm their programs and personnel.*

*There are many program diseases that may require an extraordinary response from SDA and USDA that would not necessitate a governor's declaration of emergency. In these events, the SDA IRT would stand up the DOC and take direction from the Animal Health Commissioner regarding response activities. In most cases there would be a Unified Command (UC) established with USDA. The State Department of Emergency Management (SDEM) would be notified and invited to send a liaison to the DOC. Incident Action Plans (IAPs) would be prepared and shared with all relevant stakeholders. County emergency managers would be notified when a response is occurring in their county.*

*The SDA IRT uses a strict ICS structure and will follow the principles of ICS to direct the response and associated logistics. The IC will be the AHC or his/her designee. The Operations Section Chief will be a veterinarian from the DAH or the USDA. Other positions may or may not be staffed with DAH employees since other SDA program staff are trained and are capable of serving in those positions. It is likely that DAH field staff will be needed to support field operations (surveillance, etc.). Regional Incident Management teams may be asked to provide team members to augment field operations if they are available.*

*Lead agency designations may shift or expand, depending on the type of incident that occurs. For example, the SDA/DAH may begin the FEAD response as the single lead agency; however, if the incident is identified as an intentional act of terrorism, federal law enforcement becomes the co-lead and oversees the criminal components of the response. If the FEAD is deemed to also be a threat to human health, the lead agency designation for the overall response may shift to the public health agency; however, SDA/DAH officials would still maintain lead status in response to the FEAD outbreak. Other agencies may become involved based on circumstances; therefore, each incident command structure must be determined accordingly.*

### **Sample Text – Activation of a SEOC**

*Once state resources are needed that are not under the control of the SDA and USDA, it will be up to the Adjutant General to determine if and when the SEOC is activated. This may occur with or without a governor's declaration. The decision will be based on the scope of the incident and the resources and authorities needed.*

*Activation of the SEOC will be as follows:*

**Level 1–Normal Operations:** *The situation statewide is monitored by the SDEM at all hours. Emergency contact is through pager system by calling specified emergency numbers.*

**Level 2–Watch:** *This is typically an “observation” phase when a suspicious FEAD/Animal Health Emergency is being investigated. Level 2 criteria would be met if a reportable FEAD investigation is being conducted within the state or a reportable FEAD/Animal Health Emergency threat to animal agriculture has been identified in North America, or contiguous countries, but has not been identified within the state.*

**Level 3–Partial Activation:** *This is limited agency activation during a warning phase where laboratory results have confirmed a reportable FEAD diagnosis outside the state and/or “high suspicion” clinical investigations within the state. Limited notification may be made, on the advice of the Animal Health Commissioner, to those state agencies and Emergency Support Functions (ESFs) who may need to prepare to take action as part of their everyday responsibilities.*

*Typically, confirmation of a reportable FEAD will be received through USDA 24-hours after testing. This situation may require limited state response activation in preparation for support to other states. All primary, or lead ESFs will be notified to be on alert status.*

*At this level, the assessment of the situation may require the deployment of SDA and APHIS personnel to the suspected area.*



**Level 4–Full Activation:** *(specific to a reportable FEAD)–This level of activation will follow confirmation of a reportable FEAD in the state. This level of activation may also be required if the animal(s) suffering the confirmed disease had been transported through the state. In a full-scale activation, all primary and support agencies under the State Response Plan will be notified. Level 4 is a full activation of all ESFs (state and federal), with 24-hour staffing of the SEOC. The SEOC will be activated as described above based on a suspected or confirmed case of a reportable FEAD. Once the SEOC is activated, the DOC may or may not remain activated depending on the need for coordination with SDA programs (meat and poultry, dairy, feed, etc.). DOC deactivation will be determined by the Animal Health Commissioner and the Secretary of SDA.*

## **Defining Response Actions**

This section should give a general description of the actions that will be defined in order to effectively respond to and mitigate a FEAD. These response actions include the implementation of an integrated response to a livestock or poultry attack/adulteration, or highly contagious animal/zoonotic disease. Response actions include an assessment of needs from lead and supporting agencies and the implementation of an investigation by law enforcement entities (local, state, federal) if the incident is suspected to be intentional. Once completed, this section should result in a comprehensive bulleted list of the potential actions needed in a FEAD emergency response and recovery.

The sample text included below provides more detail than necessary in order to provide planners with sufficient information to develop a strong Defining Response Actions section. The details of how these actions are implemented should be included in the Assessment, Control, and Containment section or in Standard Operating Procedures.

### **Sample Text**

*Some possible actions that a State Department of Agriculture may consider in the planning process include, but are not limited to:*

- *Establishing ICS and staff positions*
- *Coordinate the response to the FEAD incident using standard operating procedures and guidelines and activate a unified command*
- *Develop FEAD incident action plans*
- *Assess the needs from lead and supporting agencies responding to the FEAD incident*
- *Determine the roles of federal agencies, excluding the Federal Bureau of Investigation (FBI), if the FEAD incident is likely to overwhelm the jurisdiction*
- *Determine the need for and coordinate setting up appropriate quarantine zones for affected areas*
- *Assess the need for appropriate livestock response teams for surveillance, disinfection, appraisal, mental health, depopulation, and disposal*
- *Determine whether a criminal investigation into the FEAD incident is warranted*
- *Conduct hazards evaluations to ensure the safety of response teams and the public*
- *Coordinate the availability of mental health services for those involved with the FEAD incident with appropriate mental health professionals*

## **Sample Text**

### *Testing, Quarantines, Cleaning, Disinfection, and Contact Tracing*

*The State Department of Agriculture and Food staff will direct the quarantine of the affected premises and all of the site locations where the animals have been housed until the results of laboratory tests have been returned. Also, the State Veterinarian or a designee will notify the appropriate producer groups about the presumptive diagnosis. The State Veterinarian may impose a quarantine on the movement of animals and animal products. The State Veterinarian, in consultation with the ADD or other designated USDA staff, will establish:*

- The extent of the quarantine area and the radius of the surrounding buffer zone*
- Area security and inspection procedures*
- Cleaning and disinfection procedures*

*Establishing and enforcing a quarantine area will be accomplished with the assistance from local law enforcement and other state agencies if needed.*

*Collection and submission of specimens for testing will be the responsibility of the state and/or federal regulatory field response team personnel.*

### *Depopulation*

*The State Veterinarian identifies which animals will need to be depopulated. The State Veterinarian, with the advisement of the ADD, will determine the choice of method(s) employed to depopulate infected livestock. The Director of the State Department of Wildlife Resources will determine the choice of method(s) employed to depopulate infected wild animal populations. Rapid identification of infected and high-risk animals, and the subsequent speedy euthanasia of these animals, is necessary to bring about the containment and eventual total eradication of a FEAD in North America.*

*In this state, injection with euthanizing agents, captive bolt devices, and firearms are the most likely options that will be available for depopulation of animals. The method or methods ultimately chosen will depend upon the number of livestock affected at a FEAD site, the number of FEAD sites within the state at the time, the resources and personnel available, and other related factors. Humane treatment and effective methodology to get the job done effectively should be considered the top priorities when deciding which depopulation method(s) to use.*

### *Carcass Disposal*

*The choice of methods employed to dispose of euthanized livestock will be determined by the State Veterinarian, in consultation with the Commissioner of the State Department of Agriculture and Food, the USDA ADD, the Director of the State Department of Health, and the Director of the State Department of Environmental Quality. In this state, burial and burning are the most likely methods to be used for disposing of carcasses resulting from a FEAD-related depopulation program.*

## **Communication and Coordination**

Effective communications between lead and supporting agencies, neighboring jurisdictions, and the private sector during a FEAD emergency is critical. It is essential for planners to recognize and provide for the various levels of communication needs during a FEAD response. There will be a significant difference between how and what sensitive information is provided to response partners, pertinent information is shared with industry stakeholders, and information is released to the general public. Communication strategies must be established in advance of an incident to be effective.

States should supplement their communications plans with graphic representations of the response organization chart and also charts outlining the communications network. The communications network graphic should detail how communication is interconnected throughout the different agencies during an emergency response. A contact list for primary and support entities identified in this plan should be included as an appendix to the LERP. The list should be updated periodically, as determined by the plan, and a lead organization should be designated as the responsible entity to update the plans.

States may wish to utilize existing communication plan templates developed and made available by the Multi-State Partnership for Security in Agriculture (MSP) and the Southern Agriculture and Animal Disaster Response Alliance (SAADRA). MSP's Model Crisis, Emergency and Risk Communication (CERC) Plan is designed to be adapted by any state organization to address the communications needs both in the risk communications phase and in an emergency or crisis response. The plan was revised in December 2012 as part of the Partnership's ongoing crisis, emergency and risk communication initiative. The plan has been updated to account for significant changes in social media, as well as to incorporate planning for people with access and functional challenges.

### ***Communication (internal, between response partners)***

#### **Sample Tasks**

- Implement communication plans and strategies
- Describe how communications with counterparts in neighboring jurisdictions will be established
- Describe how existing communications networks can provide updates to responding agencies and communicate information back to the EOC and departmental operations centers
- Provide regular incident updates to neighboring jurisdictions
- Prepare and update key messages, fact sheets, and other informational materials for distribution to partners and stakeholders through established channels

### ***Communication (external, public information)***

#### **Sample Tasks**

- Implement communication plans and strategies
- Coordinate media releases with the lead agency, State Department of Agriculture, U.S. Department of Agriculture (USDA), elected officials, emergency management, and the private sector
- Respond to the media and communicate with the public to address concerns and/or rumors



- Establish communications with the private sector
- Can be accomplished more effectively if a public-private partnership has been established
- Prepare and update key messages, fact sheets, and other informational materials for distribution to the public through established channels

### **Sample Text – Communication/External**

*Consider all facets of providing and responding to FEAD-related communications with the producers, the sellers, the protesters, and the general public including determining the most appropriate mechanisms to disseminate disease-related information (radio, website, newsprint direct contact, etc.).*

*Some of the issues that will need to be considered are:*

- *Contact numbers/names of official spokespersons*
- *Determination of media policy issues involving FEAD*
- *Establishment and operation of a Joint Information Center (JIC)*
- *Establishment of a phone bank to respond to questions from the public*
- *Internal vs. external communications*
- *International media issues*
- *Multi-lingual issues*
- *Need for law enforcement review of all information being released to the media or public if a criminal or terrorist act is suspected/confirmed*
- *Provide information to meet donations management information challenges (money, volunteers, goods)*
- *Rumor control; operational security*
- *Unified public information dissemination*
- *Use of a FEAD web site and public service announcements*

### **Coordination**

#### **Sample Tasks**

- Coordinate and resolve policy issues between neighboring jurisdictions
- Acquire and allocate resources required by incident management personnel together with incident command
- Establish incident priorities between neighboring jurisdictions
- Facilitate incident management and policy coordination with neighboring jurisdictions

### **Sample Text – Coordination**

*When incidents require support from other states, an interstate liaison should facilitate incident management and policy coordination. This liaison should be identified from within the lead agency and closely coordinate efforts with Incident Command. The principal functions and responsibilities of the lead agency liaison should include:*

- *Ensuring that each agency involved in incident management activities provides appropriate situational awareness and ongoing status of available resources*
- *Establishing priorities between states*
- *Acquiring and allocating resources required by incident management personnel in concert with the incident command or unified command involved*
- *Anticipating and identifying future resource requirements*
- *Coordinating and resolving policy issues arising from the incident*
- *Providing strategic coordination, as required*

### **Assessment, Control, and Containment**

This section should include a general description of the methods which will be utilized to control, contain, disinfect, and dispose of infected agents, products, animals, and property. These methods should ensure an effective recovery of the infrastructure impacted by the FEAD incident. Also included should be an assessment of the level of environmental contamination present and the extent of cleanup, disinfection, and disposal of livestock carcasses, manure, or feed products. These efforts should include the means to determine how the agent involved was transmitted, an assessment of the efficiency of transmission and further risk of transmission, along with a determination of public health and economic implications and consequences. Continued surveillance is essential to ensure that the incident is adequately contained in a timely manner. Additional guidance for assessment, control, and containment may be found at the APHIS FAD PReP collaboration site: ([www.aphis.usda.gov](http://www.aphis.usda.gov)).

### **State FEAD Response Teams**

As the scope of a FEAD emergency expands, it may become necessary to activate teams (FEAD response teams) to address specific response tasks. These FEAD response teams would provide important support functions for assessment/surveillance, control, and containment during a FEAD response. FEAD response teams would be charged with tasks appropriate to the response, such as surveillance, sampling, trace-backs, depopulation, vaccination, cleaning and disinfection, quarantine, security, or any other operational aspect of mitigating a FEAD emergency.

### **Sample Text**

*The State Veterinarian and the USDA-APHIS-VS ADD will assess the situation and determine the need for activation of the First Assessment and Sampling Team (FAST) to come to the site and assist in the field diagnosis and to determine what additional precautionary actions need to be taken.*

*The FAST will, as a minimum, consist of a Foreign Animal Disease Diagnostician (FADD), an epidemiologist, and an inspector from the local area. When activated, the FAST will:*

- *Assess the on-scene situation*
- *Collect and submit additional samples for laboratory analysis, if needed*
- *Discuss their findings with the State Veterinarian, the ADD, and other State Animal Health Commission and APHIS-VS personnel as appropriate to the case*
- *Recommend activating (or not activating) other agency responders based on laboratory and other findings*

## **Assessment**

### **Sample Text - Diagnosis**

*Many local practitioners have limited or no first-hand experience in the clinical diagnosis of a FEAD. Clinical signs are often unfamiliar to local practitioners and show an unusually high morbidity or mortality rate. Discovery of a suspect case requires immediate notification to the Animal Health Commissioner or USDA for sample collection and expedited transportation to the National Veterinary Services Laboratory (NVSL). A suspect case, where an animal shows clinical signs that appear consistent with a FEAD, requires strict reporting and monitoring measures to be implemented. The State Department of Agriculture will deploy a FADD to the site soon after the initial report from the veterinary practitioner is received. A FEAD investigation, including required laboratory testing, will be conducted in an accelerated manner based on observations of the FADD.*

*As part of the investigation, the FADD will determine the likelihood of a highly contagious disease. Their determination will help classify the case as “low suspicion,” “intermediate suspicion,” or “high suspicion.” At a minimum, the FADD may quarantine the suspect site until laboratory results rule out a FEAD during which time a state quarantine of the site may be implemented, in particular if:*

- *Presence of a FEAD is suspected or has been confirmed in the United States*
- *A credible terrorist threat to livestock in the state or anywhere in the nation has been received*

*When a case is classified as “high suspicion,” the FADD will notify and consult with the APHIS ADD and the Animal Health Commissioner. Samples submitted to an approved laboratory are treated as “Priority 1” to ensure that a presumptive diagnosis is reached within 24 hours or less.*

## **Control**

### **Sample Text – Movement Control**

*The State Animal Health Commissioner, under the governor’s authority, may issue a movement control order. Under such an order, State Law Enforcement will stop movement of livestock and livestock related equipment and traffic throughout the state. The intent of the movement control order is to contain the spread of the disease and to contain the pathogen of concern.*

*A movement control order may be issued at any time after a FEAD is confirmed anywhere in North America. The Animal Health Commissioner will conduct a risk analysis to determine the necessity of movement orders and locations of checkpoints.*

*Movement permits are official documents to be completed by law enforcement officers at check-points and issued to livestock haulers and other affected transits. Movement permits will determine which one of the three destinations below best fits each transport depending on the risk of spreading the disease:*

- Return to their point of origin unless they have come through an infected/quarantine area or unless they would have to go through an infected area to return to that point of origin*
- Continue to destination only if slaughterhouses and other facilities are still accepting livestock, but not if they have come through an infected/quarantine area or would have to go through an infected area to proceed to destination*
- Divert (and escort) to pre-selected county diverted holding sites for unloading and disease surveillance, but not through an infected/quarantine area. This applies to any livestock or other affected transits that cannot return to point of origin or proceed to destination*

## **Containment**

### **Sample Text – Cleaning and Disinfection**

*All premises on which infected and/or euthanized animals have been present will be required to be cleaned and disinfected. This is essential to contain the spread of a highly contagious disease agent and is an integral part of the eradication process. Care must be taken to reduce generation and dispersal of infective dust and aerosols. If items cannot be adequately cleaned and disinfected, they will be properly disposed of. A highly infectious disease agent contaminated premises, object, or non-susceptible animal that is identified to be cleaned and disinfected will be made free of the highly contagious disease agent within 48 hours of being so identified or within 72 hours of being classified as an infected or contact premises.*

Specific guidelines for cleaning and disinfection in a FMD incident can be found in the USDA FAD PRéP Plan (see references).

### **Sample Text – Disposal**

*Eradication of the disease will require proper sanitation and disposal procedures for carcasses. The State Department of Health and Environment (SDHE) Bureau of Waste Management has published technical guidance. This guidance covers acceptable practices for disposal of large quantities of dead animals.*

*Depending on the disease, the State Department of Agriculture will determine which option for disposal will be chosen:*

- Rendering*
- Disposal at a municipal solid waste landfill*

- *Burial on-site*
- *Composting*
- *Incineration or open burning*

*Currently, on-site burial or composting is the preferred method of disposal. Numerous factors will determine the feasibility of using a site. BWM will work closely with the State Department of Agriculture to determine an acceptable site using the best available information. Consideration will be given to preventing the creation of hazards for human or animal health and the environment. Long term care of the disposal area will also be considered. If incineration is chosen as the disposal method, the SDHE Bureau of Air will be contacted for guidance. Contact will be made through BWM. BOA will make recommendations for disposal of ash to aid BWM in finding proper disposal facilities. Milk from diseased animals will be disposed by land application and immediate incorporation or direct injection into the soil. BWM will help determine the most acceptable disposal areas and the amount of property needed. Milk from non-diseased animals may also have to be disposed of until movement restrictions are adjusted to allow for milk to be transported to processing.*

## **Recovery**

Recovery planning and actions are critical to ensure a continued market for goods following an agricultural incident. Recovery begins when an incident is identified and the response initiated. Recovery planning and actions during an incident are as critical as those taken at the terminal end of an incident. The successful initiation of recovery actions at the onset of an incident is likely to facilitate overall recovery efforts and lessen the impact on local and state economies and the livestock industry. A FEAD incident will likely impact trade internationally; therefore, a quick recovery may help ensure re-establishment of affected markets in a minimal period of time.

## **Content Suggestions**

Some common recovery topics and general elements of a recovery plan are listed below:

- If there is a pre-existing recovery plan, does it include livestock?
- Set guidelines for what continued surveillance will be necessary and what the timeline for continued surveillance of a FEAD incident will be
- Establish parameters which identify when recovery would be considered complete
- Identify all areas involved with the response that require recovery activities and support
- Determine when movement controls will be removed
- Restoration of animal production and retail services
- How will mental health services be provided to livestock/FEAD assets to reduce the social and personal impact of a FEAD incident?
- Track costs for reimbursement
- Respond to the media and communicate with the public to address concerns and/or rumors
- Host official visitors and delegations

- Determine when personnel and equipment will be demobilized
- Resolve long-term issues related to pre and post-harvest livestock production impacted by the FEAD incident
- Encourage immediate business recovery
- Identify gaps and initiate modification of the response plan
- Conduct hazards evaluations to ensure the safety of response teams and the public

## ***Follow-up Surveillance***

### ***Sample Text***

*Surveillance after an outbreak should be carefully coordinated to optimize available resources. Many factors such as potential spread by wind or wildlife could warrant increased surveillance in some areas. Intervals between inspections and surveys may depend on the observed incubation period, available resources, and exposure risk. In addition, efforts must be made to educate producers about clinical signs of a disease and the importance of reporting information to veterinary officials.*

*Surveillance within an area will occur primarily through livestock inspection. Surveillance may involve abattoir surveillance, serological surveys, and investigations of other suspect disease reports. Surveillance during the recovery phase is conducted to ensure the following actions take place:*

- *Recognition of disease free status*
- *Repopulation*
- *Release of quarantine under the authority of the Animal Health Commissioner*

*Other objectives that would be considered in the recovery phase include:*

- *The SDHE would determine length of restrictive covenant (when land is used for burial)*
- *Conclusion of Indemnification*
- *Track and report agency response costs*
- *Assess economic loss to businesses directly and indirectly impacted*
- *Identify and facilitate recovery assistance and programs*
- *Coordinate social services/mental health*
- *Identify recovery funding gaps (e.g., what might be provided through the Farm Service Agency)*
- *Continue necessary inter/intra agency communications*
- *Continue with site decontamination*
- *Support sustained operations until eradication is complete*
- *Identify wildlife concerns with protection/containment/restoration/depopulation*



## VII. PRINCIPAL PARTIES

An important part of preplanning for an incident is the identification of all agencies, organizations, and principal parties needed to carry out the response. The LERP should ensure that any unique organizational arrangements pertinent to the emergency function are adequately described. Each organization in this section should be listed separately and by its official title. With livestock production and products, it is not uncommon to have multiple agencies with authority and responsibility related to food and agriculture. Those agencies with joint responsibilities should be identified. Completion of this section should produce a bulleted list of entities which will later be discussed in detail in the Organizations and Responsibilities section of the LERP. This section may, at the discretion of the planning group, be combined with section IX. Organizations and Assignment of Responsibilities to minimize redundancy and volume in the plan. For the purposes of this supplement, the agencies will be identified in this section with their associated responsibilities described in Section IX.

### **Sample Text**

#### *State*

- *State Department of Agriculture*
  - *Secretary*
  - *Animal Health Commissioner (AHC)*
  - *Incident Response Team (IRT)*
  - *Dairy Program*
  - *Meat and Poultry Program*
- *State Department of Emergency Management (SDEM)*
- *State Laboratories*
- *State Highway Patrol*
- *State Department of Health and Environment*
- *State Fire Marshall's Office*
- *State Department of Wildlife, Parks, and Tourism*

#### *Federal*

- *United States Department of Agriculture (USDA)*
  - *Animal and Plant Health Inspection Service (APHIS)*
  - *National Veterinary Services Laboratory (NVSL)*
  - *National Animal Health Laboratory Network (NAHLN)*
  - *Food Safety and Inspection Service*
  - *Farm Service Agency*
  - *Federal Bureau of Investigation (FBI)*
  - *Department of Health and Human Services (DHHS) / Food and Drug Administration (FDA)*

*Tribal*

- *Elected Officials*
- *Emergency Managers*
- *Public Health*
- *Law Enforcement*
- *Fire Department*

*Local*

- *Board of County Commissioners*
- *County Emergency Management*
- *County Sheriff*
- *Fire Departments*
- *County Works*
- *County Health Department*
- *Public Information Officer*
- *County Extension Agent*
- *Geographic Information System (GIS)*
- *County Appraiser*

*Military*

- *National Guard*

*Private Sector*

- *Producer Trade Associations*
- *Volunteer Agencies*
  - *American Red Cross*
  - *State Veterinary Medical Association*
  - *Local Church/Synagogue Congregations*
  - *Salvation Army*



## VIII. ACTIONS

Actions is included as a section within the Food and Agriculture Incident Annex to the National Response Framework (NRF) and has been adapted for use in this template. The Actions section is not listed as a base plan component in the CPG-101, v.2. If planners choose to include this section, it identifies key departments or agencies and ties the “Defining Response Actions” subheading from the Concept of Operations section to those responsible for the actions. The Actions section should describe these lead agencies and their critical roles and responsibilities as an executive summary or flow chart. The inclusion of this section should only be considered when a state’s intent is to produce a supporting annex or appendix to an existing overarching departmental emergency operations plan.

### Notes:

## IX. ORGANIZATIONS AND ASSIGNMENT OF RESPONSIBILITIES

Organizations and Assignment of Responsibilities may be the most important section of an emergency response plan. The purpose of this section is to identify the entity responsible for lead areas of a response along with those who will support the response efforts. In many instances, multiple agencies will be involved with each specific response-related task, either as the lead agency, a primary responding agency, or a support agency. These roles are required to execute and successfully accomplish LERP objectives.

This section should clearly define the specific responsibilities for each entity during the response. If certain responsibilities shift as the scope or duration of an emergency changes, those changes should be noted. The triggers causing such changes should be described and any department or agency potentially impacted should be listed.

Each state needs to determine if the LERP will identify agencies or groups, then list their associated roles and responsibilities, or define the responsibilities and list agencies or groups who share the responsibilities. Either approach is acceptable. Appendix A has a Roles and Responsibilities Matrix that can be completed as an aid during the planning process.

Each state agency or department participating in a livestock emergency response has differing authorities, roles, and responsibilities. The following information provides generalities on the topics that might be included in state plans.

### Governor or Designated State Animal Health Official

#### ***Content Suggestions***

If the LERP is an annex to a state all-hazard emergency plan, the role of the governor should already be appropriately defined. Therefore, the only additional responsibilities summarized in the LERP should be those gubernatorial responsibilities unique to livestock emergencies. In some states, an elected or appointed agricultural official, hereafter referred to as the “designated state animal health official,” may be the authority for many of these responsibilities. Those roles should be appropriately noted within the plan. In addition, the statutory authority may be in differing state agencies depending upon the state (e.g., the Department of Agriculture, a Division of Animal Health, or a Livestock or Animal Health Board or Commission). If the LERP is a stand-alone document, the role of the governor or appropriate agricultural official needs to be consistent with other state emergency planning assumptions and should be briefly summarized in the LERP.

#### ***Governor***

#### ***Sample Text***

*Governor’s responsibilities may include the following:*

- *Declare state emergencies that can result in plan implementation (In some states, a governor’s declaration is not required to declare a FEAD emergency)*

- *In some certain conditions or circumstances, amend or rescind orders and regulations to allow an adequate response*
- *Lead communication efforts to help the public, businesses, and other organizations cope with the incident and ensuing response*
- *Encourage state agencies to participate in mutual aid or EMACS with surrounding states, territories, or tribal entities to enhance resource sharing*
- *Commander-In-Chief of the National Guard in a state-level emergency*
- *Requests federal assistance when state resources are overwhelmed*

## ***Designated State Animal Health Official***

### ***Sample Text***

*The Animal Health Commissioner will serve as the incident commander under a Unified Command structure with the ADD (USDA). Thus, the Animal Health Commissioner has the authority to make necessary changes to incident command structures and to adjust to ever-changing conditions.*

- *Direct disease surveillance and investigation*
- *Coordinate with response partners*
- *Notify governor's office and SDEM*
- *Establish quarantine areas*
- *Activate Communications Plan*
- *Issues agriculture permitted movement order*
- *Identify movement control locations*
- *Direct cleaning and disinfection*
- *Direct indemnification appraisal*
- *Direct euthanasia and disposal*
- *Conduct epidemiological investigations*
- *Conduct surveillance*
- *Ensure appropriate training and orientation*
- *Determine disease free zones and allow commercial business or travel*
- *Determine need for National Veterinary Stockpile*
- *Direct restoration cleaning and disinfection and establish sentinel herds*
- *Request activation of SEOC, if appropriate*

## Lead Agency

### **Content Suggestions**

The lead agency for a FEAD emergency should be the state entity determined to have the overall authority and responsibility for coordinating and implementing a response to a FEAD emergency.

### **Sample Text**

*The agency identified as lead will:*

- *Receive notification of a suspected livestock disease or emergency from the first reporting party*
- *Determine which steps are necessary, if any, to further characterize the disease occurrence. Notify the ADD if not already done*
- *Define the infected area and establish animal quarantines*
- *Coordinate with state and local entities to prioritize and develop strategies for a response*
- *Direct or assist in disease eradication and livestock safety threat activities, including quarantine, embargo, livestock tracing, evaluation, slaughter, disposal, cleaning and disinfecting, epidemiology, vector control and transportation permitting arrangements*
- *Contact the appropriate state agencies or departments if the suspected disease or emergency has potential public health impacts and assist with determining the appropriate response to protect human health and welfare*
- *Function as the liaison between the local responders, the state, and the federal government*
- *Determine the need for the National Veterinary Stockpile*
- *Define restrictions on interstate commerce or travel*
- *Activate and manage livestock emergency response operations using the Incident Command System (ICS)*
- *Prepare information for dissemination to the public, producers, processors and other concerned groups*
- *Develop and distribute lists of state-reportable clinical signs associated with FEADs*

## State Agencies or Departments Supporting the Lead Agency

### **Content Suggestions**

Supporting agencies would include, but not be limited to, those necessary to accomplish the following tasks associated with a FEAD emergency: livestock surveillance, outbreak investigation, enforcement of animal quarantine, traffic control, stop animal movement orders, wildlife surveillance, animal depopulation, carcass disposal, cleaning and disinfection, temporary housing and livestock care, laboratory services, public information, human health and food supply protection, environmental protection, logistical support, communication and coordination, evidence gathering, security and policing, transportation, legal support, and education and outreach.

### **Sample Text**

#### *State Department of Health and Environment*

- *Provides public information and education as it relates to zoonotic diseases*
- *Conducts human disease investigations*
- *Coordinates specimen collection*
- *Maintains a list of pre-selected disposal locations*
- *Coordinates county approval of disposal locations*
- *Determines environmentally appropriate disposal areas*
- *Establishes criteria for continued monitoring of disposal locations*
- *Provides guidance for appropriate use of Personal Protective Equipment (PPE)*
- *Provides guidance on the disposal of byproducts from cleaning and disinfection*

#### *Laboratories*

- *Provide analytical testing of animal samples for pathogens, toxins, and chemicals*
- *Conduct analytical testing related to product trace-backs*
- *Test samples for evidence of contamination by zoonotic or epizootic organisms*
- *Coordinate information and data sharing*
- *Provide timely reports of laboratory results*
- *Maintain chain-of-custody where and when needed*
- *Provide sample collection tools, equipment, and guidance to field investigators*

#### *State Police/Highway Patrol*

- *Assists with traffic control and movement control*
- *Assists with protection of critical infrastructure*
- *Controls and limits access to the scene of the incident*

- *Supplements communications*
- *Assists with all evacuation and quarantine efforts*
- *Assists with emergency transportation of samples*
- *Monitors and detains, if necessary, outbound and inbound transporters of commodities at State border weight or inspection facilities*

#### *State Department of Wildlife, Parks, and Tourism*

- *Surveillance and monitoring of wildlife in a designated quarantine area*
- *Control of potentially diseased or exposed wildlife*

#### *Federal Agencies*

### **Content Suggestions**

Federal responsibilities are not determined by the states; however, it is recommended that each state identify expected federal responsibilities within their respective plans to ensure seamless integration with the NRF, Emergency Support Function (ESF) #11, the Food and Agriculture Annex to the NRF, and National Incident Management System (NIMS).

### **Sample Text**

#### *United States Department of Agriculture (USDA)*

- *USDA has overall responsibility to coordinate worldwide surveillance and preparedness activities, and implement eradication measures in close coordination with state and local governments.*
- *USDA provides a number of critical services and functions through multiple areas of expertise as discussed below:*
  - *Animal and Plant Health Inspection Service (APHIS)*
    - *Consults with local authorities regarding eradication activities including quarantine, evaluation, euthanasia, disposal, cleaning and disinfecting, epidemiological investigation, vector control, and transportation permit systems*
    - *Collection, collation, analysis, and dissemination of technical and logistical information*
    - *Defines training requirements for casual employees or support agencies involved in eradication operations*
    - *Issues disease declarations and defines the infected area and control zones*
    - *Prepares information for dissemination to the public, media, producers, processors, and transportation industry*
    - *Provides compensation, if available, to owners of destroyed animals as designated by the Secretary of Agriculture*
    - *Restricts payment of compensation in cases of violation*
    - *Posts restrictions on interstate commerce*

- **APHIS National Veterinary Service Laboratory (NVSL)**
  - *Develops new strategies to prevent and control FEAD epidemics through a better understanding of the nature of infectious organisms; their pathogenesis in susceptible animals; the host immune responses; the development of novel vaccines; and the development and improvement of diagnostic tests*
  - *Conducts diagnostic investigations of suspected cases of FEAD in the United States, or in countries abroad through cooperation with animal health international organizations*
  - *Tests imported animals and animal products to assure they are free of FEAD agents*
  - *Assesses risks involved in importation of animals and animal products from countries where epidemic FEADs occur*
  - *Produces and maintains materials used in diagnostic tests for FEADs*
  - *Test and evaluate vaccines for FEADs, and maintaining the North American foot-and-mouth disease vaccine bank*
  - *Train veterinarians and animal health professionals in diagnosis and recognition of FEADs through courses at domestic and international locations*

#### **Federal Bureau of Investigation (FBI)**

- *Lead agency for investigations in potential terrorism events*

## **Tribal Governments**

### **Content Suggestions**

Coordination with any tribal governments within a state is a critical part of the planning process. State and tribal government interactions, communications, and authorities should be clearly defined in the LERP.

### **Sample Text**

*The Tribal Chief Executive Officer is responsible for the safety and welfare of the members of their tribe. As such, this representative works with the state in the emergency planning process to define the critical roles and responsibilities of the tribe. The Tribal Chief Executive Officer will be responsible for:*

- *Declaring tribal emergencies that can result in the implementation of a tribal response plan or a mutual aid agreement*
- *Coordinating tribal resources, relative to all potential types of response or incidents, to prepare for, respond to, and recover from incidents in an all-hazards context*
- *Having powers to suspend tribal laws and ordinances to assist with a response*
- *Providing leadership and communicating with the tribal nation, businesses and other entities to help them cope with the incident response and recovery*
- *Negotiating mutual aid agreements to enhance resource sharing*
- *Requesting federal assistance, through the state governor or directly from the federal government, when tribal resources have been overwhelmed*



## Local Governments

### **Content Suggestions**

Local responders may play a pivotal role in a response action. Local agencies may have individual response plans that include areas such as public health response, livestock housing, cleaning and disinfection, transportation, and law enforcement.

### **Sample Text**

#### *Board of County Commissioners*

- *Responsible for developing an adequate emergency organization inclusive of all local response agencies and capable of providing long-term support in emergency situations*

#### *County Emergency Management*

- *Responsible for coordinating local resources to support a FEAD response under the direction of the SDA and the Adjutant General*
- *Activates the County Emergency Operations Center if the situation requires it*
- *Maintains contact with SDEM to coordinate possible requests for local support*
- *Informs BOCC of events and provides advice*
- *Assist with the acquisition of:*
  - *Heavy equipment*
  - *Security (bio)*
  - *Law Enforcement Personnel*
  - *Cleaning & Disinfection (manpower)*
  - *Livestock equipment*
  - *Portable livestock chutes*
  - *Trailers*
  - *Pens*
  - *Panels*
- *Identification of potential diversion sites*
- *Identification of potential disposal sites*
- *Assist in locating a facility for Incident Command Post*

#### *County Sheriff*

- *Receives the initial notification of a possible FEAD investigation by the FADD*
- *Implements adequate quarantine, movement control, and other support measures in the exposed zone as directed by the FADD*
- *Notifies the CEM of the potential situation after discussion with the FADD*
- *Ensures security measures are coordinated throughout the duration of the emergency*



### *Fire Departments*

- *Aid in decontamination operations*
- *If burning of infected carcasses and materials is the appropriate disposal method in a specific area, the local fire departments will be notified prior to initiating such operation*

### *Public Works*

- *Responsible for supporting movement control operations by positioning appropriate signage and barriers as directed by the FADD*
- *Provides heavy equipment for disease eradication measures*
- *Coordinates with landfills for disposal operations, if necessary*

### *County Health Department*

- *Responds to zoonotic disease incidents according to established protocols*
- *Provides prophylactic treatment, if appropriate*
- *Coordinates public information with SDHE, SDA and the JIC (if activated)*

### *Public Information Officer*

- *Coordinates all media releases with State JIC, if activated*
- *Organizes town hall meetings and other outreach activities to ensure producers and residents are informed regarding response activities and mitigation strategies*

### *County Extension Agent*

- *Assists with identification of producers*
- *Assists with town hall meetings and community education*
- *Assists with the management of diverted sites*
- *Geographic Information Systems*
- *Provides maps and street level data to Incident Command and the SEOC, if available*

### *County Appraiser*

- *Assists with identification of potential burial sites*

## **Private Sector**

### **Content Suggestions**

This section should identify the private entities that provide support during a livestock/FEAD emergency response.

## **Sample Text**

### *National Guard*

- *Requested through the state office of emergency management*
- *Military assistance will complement and not be a substitute for local participation in emergency operations*
- *Military forces remain at all times under military command, but will support and assist response efforts*

### *Producer Trade Associations*

- *Assist with a wide variety of tasks based on their capabilities. Some of these tasks include:*
  - *Communicating with affected producers or industries*
  - *Providing technical support and other resources to assist in the response and recovery*
  - *Contacting local authorities (law enforcement, regulatory or public health, depending on the situation) in the event of a biosecurity threat or suspected livestock or poultry incident*
  - *Tracking hazardous chemicals or laboratory reagents and positive controls and protocols to investigate missing items or other irregularities*
  - *Inspecting and tracking incoming ingredients, packaging, labels, and product returns to detect tampering or counterfeiting*
  - *Tracking finished products to facilitate a trace-back or product recall*
  - *Laboratory testing capabilities and surge capacity*

### *Volunteer Agencies*

- *Veterinary Medical Associations*
- *Local Church/Synagogue Congregations*
- *Assistance Organizations*
  - *The Salvation Army*
  - *The American Red Cross*
    - *Available to give assistance with sheltering, feeding, additional needed personnel, and other issues, as necessary*

## **X. DIRECTION, CONTROL, AND COORDINATION**

This section should describe the framework for all FEAD response related direction, control, and coordination. It should identify the authorities responsible for initiating the response and recovery activities relating to a FEAD incident. Information in this section should include a description of the conditions which, when present, triggers the lead agency to take command of an incident. This section should also clearly identify who has operational and tactical control of available response assets. In general, this section should identify the command responsibilities for both the emergency operations and response aspects related to a FEAD emergency. Additionally, this section should outline the parameters for establishing the various command structures (i.e., multi-agency coordination system, area command, etc.). This structure is critical for allowing each participating jurisdiction to maintain its own Emergency

Operations Center (EOC), if necessary. Also included in this section should be information about agencies and personnel trained in NIMS and ICS responsible for overall direction of the response activities. Details regarding command structure are not appropriate for this section and should be included in specific standard operating procedures or guidelines.

### **Sample Text**

*Animal health emergencies are within the statutory authority and mandate of the SDA.*

*As the lead agency, SDA under the direction of the Animal Health Commissioner in partnership with the USDA ADD will direct all animal disease investigation, surveillance, movement control, diagnostic, bio-security, animal depopulation, vaccination, carcass disposal, cleaning/disinfection and recovery activities. Response and recovery activities will be consistent with the established emergency response and recovery protocols of units of local government and with the state. This is contrary to the typical hierarchy of authority and responsibility for disaster and emergency response. State Response SDA is also responsible for developing disease control plans, procedures and strategies, controlling the disposition of abandoned, disabled, or dead animals, and managing the consequences from an act of agro-terrorism. If required, SDA will facilitate the relocation of animals from risk areas and provide other technical assistance as required.*

*The primary and support agencies will coordinate through SDEM and County(s) Emergency Operations Centers. An Incident Command Post (ICP) may be established at or near the outbreak area(s) to ensure the most effective response and use of personnel and equipment. An Area Command Center may also be established when an incident occurs in more than one geographic location and/or the span of control exceeds the capability of the initial response organization.*

*This plan recognizes certain catastrophic events related to animals as events requiring activation of the state emergency operations plan. This plan also supports the control efforts of public health agencies in controlling zoonotic diseases and law enforcement agencies investigating acts of agro-terrorism.*

## **XI. INFORMATION COLLECTION AND RESOURCES**

This section describes the type of information needed, where it is expected to come from, who uses the information, how the information is shared, and the format by which the information will be shared, along with any specific times when the information will be needed.

When local entities are expected to create or deliver information, the state should develop this section in close coordination with local representatives and communicate these expectations to local jurisdictions. This section may be expanded as an annex or as a stand-alone department communications plan.

## **XII. COMMUNICATIONS**

This section describes communication protocols between response organizations and coordination procedures used during emergencies and disasters. It does not describe communications hardware or specific procedures found in departmental standard operating procedures or guidelines.

### ***Content Suggestions***

This section should include:

- Identify which agencies in the response need to maintain direct communications
- Describe how communications will be coordinated between response agencies
- Identify who has the responsibility for ensuring communication coordination between agencies
- Describe the mechanisms used for communication
- Describe the Critical Information Requirements (who needs to know what)

Notes:

### **XIII. ADMINISTRATION**

This section should describe the administration, finance, and logistics policies that support the implementation of the LERP as a stand-alone plan. These policies should already be in place if the LERP is being developed as an annex and should not need to be revisited. At a minimum, this section should contain information about agreements and understandings that support regional response. Careful attention should be paid to planning in support of emergencies that remain at the state level and do not reach the level of a federal emergency, which is likely to eliminate the potential for federal indemnification or other cost sharing.

This section should also provide the process and substantive requirements for indemnification in the event that personal property must be destroyed. It is imperative that appropriate procedures exist to allow timely access to adequate State funding as delays can slow a response, leading to an increase in an emergency's scope and impact.

The federal government and some states provide for compensation or indemnification of food and livestock producers in the event that animals or product must be destroyed based on an emergency response action. Specific elements of this compensation should be considered.

#### ***Content Suggestions***

Policies to include for administering resources -

- Funding and accounting policies
- Records and reports
  - Submission of local government reports to the State Office of Homeland Security and Emergency Preparedness
  - Records of expenditures and obligations in emergency operations
- Agreements and Understandings
  - Agreements allowing the emergency use of resources and capabilities of organizations that are not part of a government structure
  - Agreements between elements of the same government will be included in their respective annexes. Agreement details will be described in Standard Operating Procedures (SOP), instructions, or other directive of the units of government concerned.
  - Agreements remain in effect until rescinded or modified. Annual or other periodic updates should prevent them from becoming outdated
  - Provide a clear statement of agreement regarding payment reimbursement for personal services rendered, equipment costs, and expenditures of material
  - Agreements with private relief organizations provide immediate aid to disaster victims and some types of aid that the government is unable to render
  - Memorandum of Understandings (MOUs) with adjoining counties, local governments, or academic institutions formalize and focus attention on commitments and help avoid misunderstandings
- Local policies regarding the use of volunteers or the acceptance of donated goods and services
- Policies addressing protocols for calling for assistance from the state when the resources of a local government run out or when a needed capability does not exist

## **XIV. PLAN DEVELOPMENT AND MAINTENANCE**

This section should identify the requirements and individuals responsible for maintaining, reviewing, and updating the annex, appendices, and supplementary documents associated with the LERP. The LERP is a living document; problems emerge, situations change, gaps become apparent, and federal and state requirements are altered. The documents must be updated to remain useful and current. Additionally, contact lists should be updated whenever changes in key personnel occur.

### ***Content Suggestions***

Types of information that should be addressed under plan development and maintenance:

- The lead agency coordinator will maintain, distribute, and update the annex. Revisions should be provided to people on a distribution list.
- Directors of supporting agencies have the responsibility for maintaining internal plans, SOPs, and resource data to ensure prompt and effective response to and recovery from emergencies and disasters.
- The emergency management coordinator or appropriate chief elected official, in coordination with the lead agency with responsibility for response to a livestock emergency incident should establish a process for the annual review of planning documents by those tasked in those documents, and for preparation and distribution of revisions or changes.
- Annex revision – A revision is a complete rewrite of an existing annex or appendix that results in a new document. Revised documents should be given a new date and require new signatures by officials.
- Formal annex change – A formal change involves updating portions of the document by making specific changes to a limited number of pages. Changes are typically numbered to identify them, and are issued to holders of the document with a cover memorandum that has replacement pages attached. A change to a document does not alter the original document date.

All agencies and organizations included in this plan should provide annual training to staff assigned to implementing the plan. In addition, if a FEAD emergency response team is included as part of the LERP, that team should receive training as a team at least annually. Ideally, this training will consist of tabletop or functional exercises of the LERP.

The LERP should be exercised on an annual basis. Retraining of response team members and agency and organization staff should be based on lessons learned while exercising the plan.

New employees should receive training to ensure they are able to perform their respective duties in the event of a FEAD emergency. New employee contact information should be updated and delivered to all departments engaged in FEAD response efforts.

## **XV. AUTHORITIES AND REFERENCES**

This section should describe the legal basis for emergency operations and contain references to important relevant documents such as emergency operations plans. This section should provide a detailed listing of legal authorities related to how citizens will be treated, how state and local resources will be used and paid for, and other aspects of an incident response that could be in conflict with existing state policies, statutes, regulations or constitutions. State and federal regulations and statutes should be cited specifically and attached to the plans to provide easy reference for the user. If other state emergency plans, annexes, appendices, or emergency support functions already reference these authorities, cross-referencing these existing plans may be appropriate.



## Appendix A

### Livestock Emergency Response Plan (LERP) Template Contact Lists And Matrices

#### *Contact Lists*

Questions for developing a contact list:

1. Are all key personnel listed on the contact list?
2. Are after-hours numbers listed?
3. How often is the contact list updated?
4. How is the list distributed to responders?

#### **State Emergency Contact List - Sample**

Key Personnel	Department	Contact Number	24-hour Contact Number

## ***Federal Emergency Contact Numbers***

### **USDA Emergency Operations Center**

1-877-677-2369

### **US Department of Agriculture (USDA)**

#### **Animal and Plant Health Inspection Service (APHIS)**

#### **Veterinary Services (VS)**

#### **National Preparedness and Incident Coordination**

1-301-851-3595 (Main Number)

1-800-940-6524 (Emergency ONLY)

This subsection is an example of responsibilities matrices that should be provided within the appendices of a completed LERP. These matrices summarize the general responsibilities for critical entities participating in a large-scale FEAD incident. Governmental, private-sector, academic, and volunteer agencies or groups that are essential for plan implementation should be identified in the matrices. The Responsibilities Matrix creates a simplified overview of the responsibilities assigned to each lead and supporting agency or group. In the following examples, the agencies or groups are listed along the top row. Each agency or group's role is identified by placing the appropriate mark below that agency or group in the cell(s) corresponding to each responsibility. The agency that has the lead or primary responsibility for a task should be identified by placing the letter "L" in the corresponding cell. For all other entities in supporting roles, an "S" should be placed in the corresponding cell.

The matrices should be reviewed and updated in accordance with plan requirements.

**STATE RESPONSIBILITIES MATRIX – FEAD EMERGENCY**

<b>Responsibility</b>	<b>Governor</b>	<b>Animal Health Official</b>	<b>Emergency Management</b>	<b>Agriculture</b>	<b>Wildlife and Parks</b>	<b>Public Health</b>	<b>Public Safety</b>	<b>Law Enforcement</b>	<b>Environmental and Natural Resources</b>	<b>Transportation</b>	<b>Animal Response Team</b>
Animal Disease Surveillance											
FEAD Outbreak Investigation											
Laboratory Services											
Public Information											
Environmental Protection											
Wildlife Surveillance											
Logistical Support, Communication and Coordination											
Transportation											
Security, Policing, and Evidence Gathering											
Legal Support											
Education and Outreach											
Training											
Private Sector Coordination											
Academic Sector Coordination											

**FEDERAL AND LOCAL GOVERNMENT AND PRIVATE ENTITY RESPONSIBILITIES MATRIX – FEAD EMERGENCY**

	USDA	APHIS/VS	DHS	FEMA	NAHLN	National Livestock Association	County Emergency Management	Veterinary and Agriculture Colleges	State Livestock Association	Local Extension Agent	Volunteer Veterinary Corp
<b>Responsibility</b>											
Animal Disease Surveillance											
FEAD Outbreak Investigation											
Laboratory Services											
Public Information											
Environmental Protection											
Wildlife Surveillance											
Logistical Support, Communication and Coordination											
Transportation											
Security, Policing, and Evidence Gathering											
Legal Support											
Education and Outreach											
Training											
Private Sector Coordination											
Academic Sector Coordination											

