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ESF 17 – Agriculture and Animal Protection

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Table of Contents

1	Introduction	1
1.1	Purpose and Scope.....	1
1.2	Relationship to Other ESF Annexes.....	1
1.3	Policies and Agreements	1
2	Situation and Assumptions	2
2.1	Situation	2
2.2	Assumptions	2
3	Roles and Responsibilities	3
3.1	Primary Agency.....	3
3.1.1	Multnomah County Emergency Management.....	4
3.2	Supporting Agencies	4
3.2.1	Health Department	4
3.2.2	Department of Community Services-Animal Services	4
3.3	Cooperating Agencies.....	5
3.3.1	Oregon Department of Agriculture.....	5
4	Concept of Operations	5
4.1	General	5
4.2	Notifications	6
4.3	Actions by Phase of Emergency Management	6
4.3.1	Preparedness	6
4.3.2	Response	7
4.3.3	Recovery	9
4.3.4	Mitigation	9
4.4	Access and Functional Needs Populations	10
5	ESF Annex Development and Maintenance.....	10
6	Supporting Documents	10
7	Appendices	11

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ESF 17. Agriculture and Animal Protection

ESF 17 Tasked Agencies	
Primary Agencies	Multnomah County Emergency Management
Supporting Agencies	Health Department Department of Community Services (DCS)
Cooperating Agencies	Oregon Department of Agriculture

1 Introduction

1.1 Purpose and Scope

Emergency Support Function (ESF) 17 provides support for protection of the food supply and addresses issues of plant and animal health, agricultural security, and care and shelter of livestock and other large animals. This support function also outlines procedures for control and eradication of disease or infestation potentially impacting plant and animal health while also introducing significant risk to the local economy (dairy and poultry operations, feedlots, auction yards, Christmas tree farms, timber/logging operations, agricultural crops, wildlife, etc.). ESF Annex 17 includes information regarding emergency animal sheltering and evacuation specific to livestock, such as dairy cattle, poultry, sheep, goats, horses, and other production species.

See ESF Annex 6 for procedures for evacuating and sheltering household pets and service animals.

1.2 Relationship to Other ESF Annexes

ESF 17 often works closely with other County ESFs as a part of coordinated response and recovery activities. The following ESFs support agriculture and animal protection activities:

- **ESF 6 – Mass Care.** Coordinates care and shelter of animals and livestock.
- **ESF 11 – Food and Water.** Coordinates protection of the food supply.
- **ESF 15 – Volunteers and Donations.** Identifies mechanism for volunteer support to animal care and shelter activities.

1.3 Policies and Agreements

The following policies and agreements are currently in place to guide and support agriculture and animal protection activities during an emergency:

- The County participates in the Regional Disaster Preparedness Organization Animal Multi-Agency Coordination Group.

ESF 17. Agriculture and Animal Protection

2 Situation and Assumptions

2.1 Situation

- Numerous plant and animal diseases exist that could impact the County through natural, accidental, or intentional introduction.
- The County has significant numbers of animals, ranging from household pets to commercial livestock operations. The vulnerability of these animals in the event of a disaster or emergency can have impacts at both the individual and commercial levels, with the potential for long-range effects on the local economy.
- A significant emergency may deprive substantial numbers of local residents of access to safe and reliable supplies of food and water.
- An emergency may cause or be caused by the spread of a contagious disease through the food and water supply systems or from animals to people.
- Some animal diseases are very contagious (such as foot and mouth disease) and would be very difficult to identify, isolate, control, and eradicate. In addition, many agents are zoonotic, affecting both animals and people.
- Some plant diseases are highly infectious to other plants and can be very difficult to identify, isolate, control, and eradicate.
- Any displacement or evacuation of people from their homes may cause household pets and livestock to be placed at risk for food, shelter, and care.

2.2 Assumptions

- Livestock, wildlife, birds, plants, and crops may be affected by a disease or insect outbreak. Plants and animals may die of such an outbreak or need to be destroyed/depopulated.
- Production capability and/or value may become severely limited. Such an event could greatly impact the economic stability and viability of the County, State, and, possibly, the nation.
- The time between the reporting of a disease and its identification as an emergency is critical. A highly contagious disease could spread rapidly through a county and state via markets, product movement, and fomites (people, vehicles, etc.).

ESF 17. Agriculture and Animal Protection

- The County's resources would be rapidly depleted if the outbreak involved multiple facilities or large areas.
- Positive and prompt actions by local, state, and (possibly) Federal authorities will be required in order to stop a highly contagious disease. Control and eradication of such a disease will involve many county, State, and Federal agencies, not just those involved with agricultural activities.
- Some land owners, individuals, or groups may strenuously object to depopulation of animals or destruction of plants. Some people may not consider the threat of the disease spread valid and may take actions counterproductive to control and eradication efforts.
- First responders may not be familiar with the special conditions of an animal or plant health emergency. These include quarantine, bio-security precautions, personal protection equipment, decontamination, etc.
- Any prolonged power outage will place fresh or frozen food at immediate risk or render it unsafe.
- An earthquake may break water distribution pipes, contaminating potable water systems.
- Displaced persons will be cared for in emergency shelters. Food and water inventories of these shelters will be quickly depleted. Food banks and other charitable food sources will not have sufficient inventories to meet other food needs.
- Truck delivery of bulk supplies may be cut off. Distribution of non-local donated goods may not be possible.
- Volunteers will want to help and can make a significant contribution to the effort.

3 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period, and the duration of the incident.

3.1 Primary Agency

The primary agency for each ESF is assigned based upon the agencies coordinating responsibilities, authorities, functional expertise, resources, and capabilities in managing incident activities. The primary agency may not be responsible for all elements of a function and will work with

ESF 17. Agriculture and Animal Protection

supporting agencies and community partners to ensure a coordinated response. The primary agency for ESF 17 is Multnomah County Emergency Management.

3.1.1 Multnomah County Emergency Management

- Provides planning support.
- Oversees and activates the County Emergency Operations Center (EOC).
- Ensures 24 hour Duty Officer readiness to employ emergency alert systems and initiate notifications to critical partners.
- Requests state assistance for operational tasks under this ESF that are not performed by the DCS Animal Services Division or the Health Department.

3.2 Supporting Agencies

Supporting agencies for each ESF are those County entities that have substantial support roles during major incidents. Supporting agencies that support ESF 17 include:

3.2.1 Health Department

The Health Department is responsible for the agriculture and food safety aspect of ESF 17.

- Coordinate food safety inspections.
- Advise on public health impacts of disasters that impact the food supply.

3.2.2 Department of Community Services-Animal Services

- Coordinate animal shelter activities.
- Coordinate with local veterinarians to augment animal care support.
- Collect animal carcasses that result from a disaster.
- Provide advice to the ECC for addressing the needs of animals in disaster situations.
- Provide guidance, direction and assistance to the community in caring for pets affected by emergencies.
- Provide rescue services for animals in the field.

ESF 17. Agriculture and Animal Protection

- Provide space for livestock and other domestic animals, as required.

3.3 Cooperating Agencies

The County is supported by a variety of cooperating agencies that provide support through coordination of emergency functions within their own authority/jurisdiction, or are able to provide additional resources to support County response activities. Cooperating agencies that support ESF 17 include:

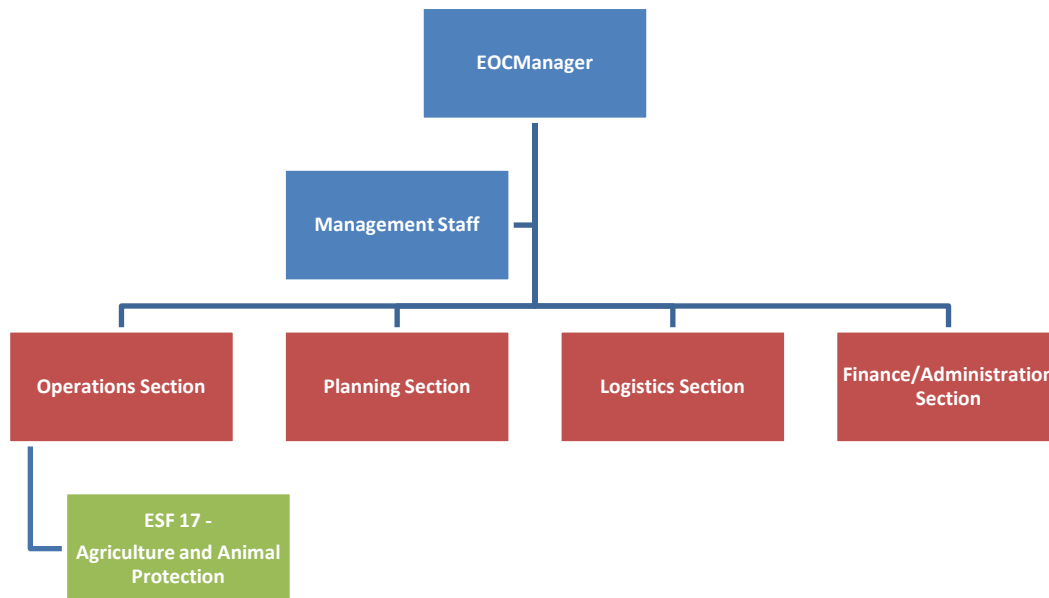
3.3.1 Oregon Department of Agriculture

- Support food safety activities when local capacity cannot meet requirements.

4 Concept of Operations**4.1 General**

- In accordance with the Basic Plan and this ESF Annex, Multnomah County Emergency Management is the primary agency responsible for coordinating agriculture and animal protection activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- Requests for assistance with agriculture and animal protection will be generated one of two ways: they will be forwarded to the County EOC or will be issued in accordance with established mutual aid agreements.
- The County EOC Operations Section Chief, with input from identified primary and supporting agencies, will provide guidance for the coordination of agriculture and animal protection.
- If the incident requires additional support for agriculture and animal protection, the Operations Section Chief may activate ESF 17.
- Agriculture and animal protection support requirements that cannot be met at the local level should be forwarded to the State for assistance. If needed, Federal assistance may be requested by the Governor.

Table 1 Multnomah County ESF 17 Organization



4.2 Notifications

- The Duty Officer will notify the Health Department and supporting agencies of EOC activations and request that representatives report to the EOC to coordinate agriculture and animal protection response and staff ESF 17 if activated.
- As additional EOC staffing needs become apparent, other support and partnering agency personnel may be asked to report to the EOC to assist with agriculture and animal protection response.

4.3 Actions by Phase of Emergency Management

4.3.1 Preparedness

- Develop plans, procedures, and checklists to support agriculture and animal protection activities.
- Maintain an accurate roster and activation procedures of personnel assigned to perform agriculture and animal protection duties during a disaster.
- Maintain current food resource directories, including points of contact.

ESF 17. Agriculture and Animal Protection

- Identify likely transportation needs and coordinate with appropriate agencies to meet these needs.
- Identify pet boarding facilities and private organizations that may provide emergency shelters for animals.
- Identify local agribusiness operators with equipment and personnel to assist with animal stop movement and quarantine activities.
- Establish an Animal/Agriculture Working Group and conduct meetings of this group as appropriate.
- Develop mutual aid agreements with government agencies, professional associations, and private agencies and organizations with personnel and equipment to support agriculture and animal protection response.
- Identify and schedule disaster response training for agriculture and animal protection personnel. Areas to be covered should include, but not be limited to, response protocol, Incident Command System (ICS), bio-security, personal protection, quarantine, access control, depopulation, disposal, decontamination, and potential human impacts.
- Ensure that all agriculture and animal protection personnel are trained in their responsibilities according to departmental plans and procedures.
- Participate in exercises and training to validate this annex and supporting plans and procedures.

4.3.2 Response

- Activate plans.
- Establish an Incident Command Post and activate the local Emergency Operations Center (EOC).
- Establish communication between the EOC and Incident Management Team to determine the resources needed to support incident response and operations.
- Request appropriate declarations of emergency.
- Issue quarantines and establish movement control procedures.
- Initiate bio-security measures.

ESF 17. Agriculture and Animal Protection

- Develop an incident-specific communications plan.
- Establish response personnel support needs and coordinate local support capabilities.
- Identify existing internal, jurisdiction-specific resources available to support response and recovery operations.
- Contact key collaborating agencies.
- Obtain equipment and supplies needed for operations.
- Complete notifications of response personnel and agency directors.
- Develop an incident action plan that includes at least the following functions: bio-security and decontamination, movement control and quarantine, depopulation and disposal, surveillance and epidemiology, personnel safety, demobilization and recovery, and inter/intra-agency communications.
- Develop public service announcements for release to the media.
- Identify appropriate locations for disposal, and obtain appropriate permits for animal depopulation and crop operations.
- With the help of local public works services, identify the locations of public disinfection sites and roadblocks.
- Conduct on-site operations.
- Provide assistance to established pet shelters.
- Move, detain, or restrict the movement of animals, equipment, products, and personnel as necessary to control and eradicate animal or plant disease.
- Manage and direct the evacuation of animals from risk areas and provide technical assistance to prevent animal injury and the spread of disease.
- Provide and/or receive appropriate mutual aid.
- Provide situation reports to the command structure on the status of operations.
- Coordinate donations and volunteers wishing to assist in operations.

ESF 17. Agriculture and Animal Protection

- Respond to protestors who desire to interfere with or stop operations.
- Maintain records of all activities conducted, costs, and hours worked by paid and volunteer personnel.
- Ensure that communications lines are established and participants are clear on what actions need to be taken if a highly contagious disease or insect is suspected or confirmed.

4.3.3 Recovery

- Provide immediate assistance as needed to land owners affected by an animal/plant health emergency.
- Assist in decontamination efforts and ensure that cleanup is completed.
- Help maintain movement restrictions as required by local, State, and Federal authority.
- Assist in issuing and tracking special permits and licenses.
- Work with producer groups to assist in recovery efforts.
- Submit necessary records and paperwork to local and State officials for tracking and reimbursing costs incurred by the County in handling the emergency.
- Participate in follow-up reports and critiques of the portion of the Emergency Operations Plan (EOP) related to animal/plant health emergencies, and make any necessary changes and improvements to the plan.
- Continue to render support when and where required as long as emergency conditions exist.
- Restore equipment and restock supplies to their normal state of readiness.
- Participate in after-action reports and meetings.
- Make changes to plans and procedures based on lessons learned.

4.3.4 Mitigation

- Provide surveillance for a foreign animal disease or an animal-borne poison or toxin that may pose a threat to animal-based industries, the economy, or public health.

ESF 17. Agriculture and Animal Protection

- Provide for surveillance of plant pests of unknown or questionable origin that may pose a potential threat to agriculture, horticulture, the economy, or public health.
- Organizations that will be operating shelters and providing food for the public during an emergency operation need to make agreements with the owners of the facilities from which they intend to operate and possibly pre-stock some supplies.
- Conduct training and awareness campaigns to inform local veterinarians, game wardens, game biologists, and other animal professionals of the basic clinical signs of a highly contagious disease or other diseases or insects of concern.
- Develop a program to ensure that all personnel who may be involved in an animal/plant health emergency understand their responsibilities and expected actions.
- Provide training in bio-security for those involved in livestock and crop enterprises.
- Enhance and expand bio-security measures on farms, ranches, feedlots, markets, mills, etc.
- Develop or enhance public information regarding highly contagious diseases or insects and other diseases of concern for producers, brokers, transporters, and other parties who may be involved in raising, selling, buying, or transporting livestock, poultry/birds, wildlife, or agricultural products.

4.4 Access and Functional Needs Populations

Provision of agriculture and animal protection services in the County will take into account populations with access and functional needs.

5 ESF Annex Development and Maintenance

Multnomah County Emergency Management will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

6 Supporting Documents

The following supporting documents are currently in place:

Multnomah County

- None at this time.

ESF 17. Agriculture and Animal Protection

State of Oregon

- Oregon Animal Disease Emergency Management Plan. Oregon Department of Agriculture, Animal Health and Identification Division. 2005.
http://www.oregon.gov/ODA/AHID/oadem_plan.shtml
- Oregon Plant Health Emergency Response Plan. Oregon Department of Agriculture. 2006.
http://www.oregon.gov/ODA/PLANT/docs/pdf/plant_emergencyp lan.pdf?ga=t.
- Oregon Avian Influenza Plan, Oregon Department of Agriculture. http://www.oregon.gov/ODA/AHID/ai_plan.shtml
- State of Oregon Animals in Disaster Plan, Oregon Department of Agriculture. 2008.
http://www.oregon.gov/ODA/AHID/docs/pdf/animal_disaster_pla n.pdf
- State of Oregon Emergency Operations Plan
 - ESF 17 – Agriculture and Animal Protection

Federal

- National Response Framework
 - ESF 11 – Agriculture and Natural Resources
- National Infrastructure Protection Plan
 - Food and Agriculture Sector-Specific Plan

7 Appendices

None at this time.