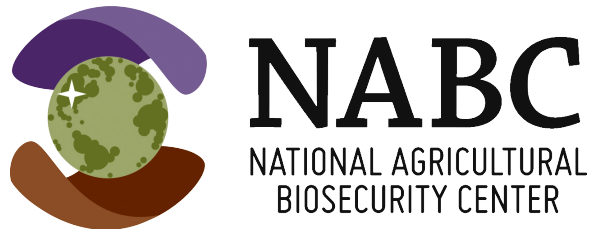




# Livestock Emergency Response Plan Template

September 2014





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## Preface

This template is designed to assist state, tribal, and territorial government entities in 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).

In the event that a FEAD outbreak in livestock involves wildlife, USDA APHIS would work in collaboration, communication, and coordination with state, tribal, and federal wildlife agencies that have primary jurisdictional authority and subject matter expertise for wildlife, probably not requiring activation of this Livestock Emergency Response plan (LERP). Wildlife could, however, act as a significant source of disease spread and thus should be considered when planners are developing their LERP.

The U.S. Animal and Plant Health Inspection Service (APHIS), in its FAD PReP manual titled Foreign Animal Disease Framework: Roles and Coordination defines a foreign animal disease (FAD) as a terrestrial animal disease or pest, or an aquatic animal disease or pest, not known to exist in the U.S. or its territories. An emerging animal disease is defined in the document as any terrestrial animal, aquatic animal, or zoonotic disease not yet known or characterized, or any known or characterized terrestrial animal or aquatic animal disease in the United States or its territories that changes or mutates in pathogenicity, communicability, or zoonotic potential to become a threat to terrestrial animals, aquatic animals, or humans. The term FEAD will be utilized throughout this planning template as an acronym representing either foreign or emerging animal diseases.

The LERP is part of an effort by the United States Department of Homeland Security (DHS) to develop a seamless system of FEAD emergency response planning between state, tribal, territorial, and federal jurisdictions. Throughout the text of this template the word “state” will be used to indicate the governmental entity developing the LERP, however, it should be understood that this same planning template will be appropriate for the development of a LERP by either a tribal or territorial government entity. The LERP can be in the form of a stand-alone document or as an appendix or Emergency Support Function (ESF) supporting an existing all-hazards plan. In whichever form it is applied, it will be a critical component of a State Emergency Operations Plan (SEOP). For states that already have these plans prepared, this template can be used to review existing documents for completeness and to provide a universal format to follow when updating. In any of these applications, this template will assist planners with determining how a state will respond to all stages of a livestock emergency management cycle: prevention, protection, mitigation, response, and recovery.

Livestock related emergencies may result from a variety of factors, such as:

- Unintentional infection or contamination of animals, feed, or associated structures that result in a livestock health threat
- Intentional infection or contamination of animals, feed, or associated structures to cause harm to livestock, the public, or the economy.
- Natural disasters or man-made events that affect livestock. These may include hurricanes, floods, power outages, or other events that result in the loss of production.

In some cases, it may be difficult to initially determine whether an emergency is caused by intentional or accidental means. In either case, initial response to protect livestock, public health, and reduce the associated threat may be the same. Additionally, a livestock emergency will be differentiated from other livestock disease incidents by its increased scope. An emergency may involve a large number of animals in a small area or it may be widespread, involving a number of localities or states. In either situation, the scope may quickly exceed the capacity of the entity or jurisdiction immediately responsible for responding. It is important to understand that a Livestock Emergency Response Plan (LERP) is not intended to replace normal, “non-emergency” response processes that may be in existence within various departments of state government unless otherwise declared by the appropriate officials.

This Livestock Emergency Response Plan (LERP) template has been compiled from the review of numerous existing documents and templates addressing livestock and FEAD emergency response, such as the Federal Emergency Management Agency (FEMA) generated Livestock and Poultry Disease Emergency Plan Appendix Template, the Emergency Response Plan Enhanced Livestock Template Version 2.0 (2006) prepared for the Multi-State Partnership for Security in Agriculture (MSP), the Food Emergency Response Plan (FERP) Template prepared for the National Association of State Departments of Agriculture (NASDA), and the United States Department of Agriculture (USDA)/Animal and Plant Health Inspection Service (APHIS) Foreign Animal Disease Preparedness and Response Plan (FAD PReP). The format has been organized to create consistency between the existing Food Emergency Response Plan (FERP) template and this Livestock Emergency Response Plan (LERP) template. All formatting for the LERP template is based on the FEMA Comprehensive Preparedness Guide 101 (CPG-101), version 2 “Developing and Maintaining Emergency Operations Plans” and the National Response Framework, Food and Agriculture Incident Annex.

The LERP template reflects the change from target capabilities included in the former Target Capabilities List (TCL) version 2.0 associated with the National Preparedness Guidelines released in September 2007 to the newer Core Capabilities outlined in the first edition of the National Preparedness Goal issued in September, 2011. The new core capability, Supply Chain Integrity and Security is the most appropriate fit as the previous Food and Agriculture Safety and Defense target capability emphasized addressing the entire supply chain for food and agricultural products—from farm to retail facility and the Animal Disease Emergency Support target capability emphasized downstream impacts to the food supply, as well as nationwide, system-level impacts.



## About the Template

This template is a building block in the national effort to increase federal, state, local, tribal, and territorial capabilities to effectively respond to and mitigate large-scale animal health emergencies in a coordinated method. The LERP template provides the baseline structure for preparing state plans to protect critical infrastructure and key resources identified through implementation of the National Infrastructure Protection Plan (NIPP). Use of this template will assist states with development of either: 1) a stand-alone plan for responding to a livestock or FEAD-related emergency or 2) an annex or appendix to an existing state or department emergency operations plan. Table 1 identifies the applicable parts of this template relative to each of these two planning outcomes.

**TABLE 1**

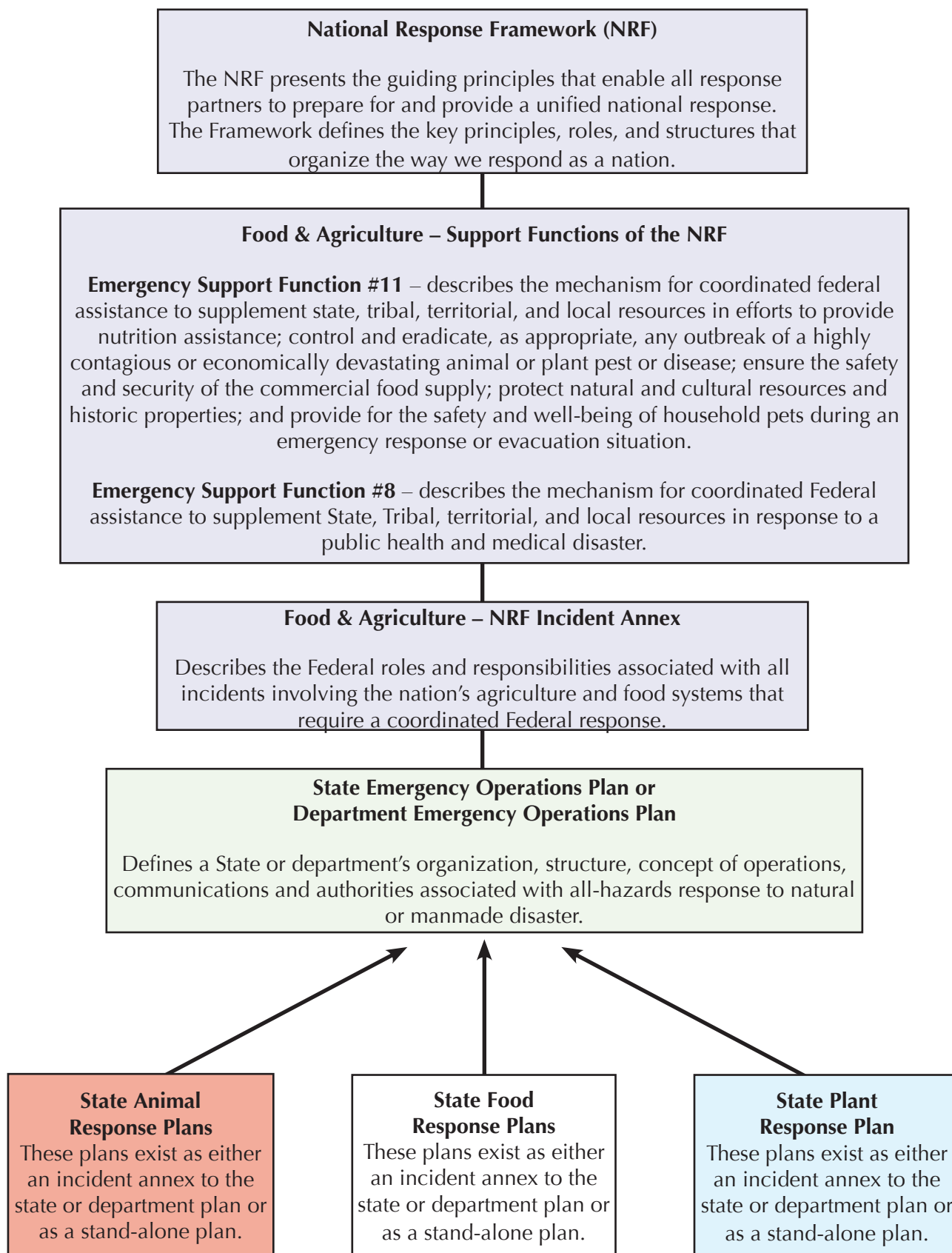
### Foreign or Emerging Animal Disease Plan Content Guidance

<b>Plan Content<sup>1</sup></b>	<b>Stand-alone</b>	<b>Appendix or Annex</b>
Purpose	X	X
Scope	X	X
Situation, Overview, (hazard analysis, capability assessment, mitigation overview, special considerations <sup>2</sup> , and policies <sup>2</sup> )	X	X
Assumptions	X	X
Concept of Operations	X	X
Actions	X	X
Organizations and Responsibilities	X	X
Direction, Control and Coordination	X	
Information Collection and Dissemination	X	
Communications	X	
Administration, Finance and Logistics	X	
Plan Development and Maintenance	X	
Authorities and References	X	X

1. The “plan content” entries were derived from the Comprehensive Preparedness Guide 101, version 2 (CPG-101) and the Food and Agriculture Incident Annex to the National Response Framework (NRF).

2. Unique to Incident Annexes to the NRF.

The following organizational chart shows how the State livestock template is coordinated with the Federal response activities included in the National Response Framework (NRF).



## Template Layout

The template's section and subsection headings provide the framework of the LERP. General guidance is presented at the beginning of each section to outline the intent of the section. Each section and subsection contain questions to stimulate plan-development discussion, along with items to consider within a shaded "tone-box" which will assist in developing the plan's content. The questions and tone boxes are not intended to be all-inclusive for possible considerations as states develop each section of a LERP; rather, they are provided for the purpose of generating discussion during the planning process. State planners are strongly encouraged to go beyond the listed questions as they develop their plans.

As the information is addressed, template users will see questions that may not be directly applicable to a section being considered; for example, communications questions in the Incident Identification portion of the Concept of Operations Section. These ancillary questions have been added to expand the discussion related to a given section, increasing the chance that all pertinent information is captured. In a similar vein, template users will notice redundant questions within sections. These types of questions were added to ensure thorough consideration of critical plan issues or components. Redundant questions are also found between sections. This assures topics are discussed thoroughly when using individual sections of the LERP to update existing plans. It is not necessary to repeat the questions when using multiple sections of the LERP.

This template is accompanied by a supplemental document. The Supplement is intended to provide supporting information to further assist the state with preparation of a LERP by providing general planning guidance adopted from National Incident Management System (NIMS) guidance. The Supplement contains sample text and content suggestions for many sections included in the template. This text was taken from actual state plans and is provided as a sample for content development or modification. The Supplement also contains contact and roles and responsibilities tables to be filled out during the planning process.

## Summary

In summary, the goal of this template is two-fold:

1. Provide state livestock emergency response planners with a guide that will provide assistance as they develop plans to manage a response to a FEAD emergency and
2. Establish a uniform structure and content that will result in plans similar in structure, scope, and operations among all state entities.

If state plans are developed in a similar manner it will facilitate seamless local, regional, and national response to livestock and FEAD emergencies. In addition, use of a group or committee which is representative of response participants to formulate the plan will help enhance coordination and communication among all stakeholders well before the need arises to work together in response to an emergency.

Ultimately, the LERP provides an outline for development of a state livestock/FEAD response. While the template provides guidance regarding the intended content of each section and sub-section, the scope and detail presented in each portion of the plan is up to the discretion of the planning team.

## EXPLANATION OF ACRONYMS

AAR	After Action Report
ADD	Assistant District Director
APHIS	Animal and Plant Health Inspection Service
CDC	Center for Disease Control
CERP	Crop Emergency Response Plan
ConOps	Concept of Operations
CPG-101	Comprehensive Preparedness Guide 101
DOC	Departmental Operations Center
DHS	Department of Homeland Security
EMACs	Emergency Management Assistance Compacts
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FADDL	Foreign Animal Disease Diagnostic Laboratory
FADPreP	Foreign Animal Disease Preparedness and Response Plan
FBI	Federal Bureau of Investigation
FDA	Food and Drug Administration
FEAD	Foreign or Emerging Animal Disease
FEMA	Federal Emergency Management Agency
FERN	Food Emergency Response Network
FERP	Food Emergency Response Plan
FSIS	Food Safety and Inspection Service
GIS	Geographic Information Systems
ICS	Incident Command System
IAP	Incident Action Plan
JFO	Joint Field Office
JIC	Joint Information Center
JIS	Joint Information System
JOC	Joint Operations Center
LERP	Livestock Emergency Response Plan
MAAs	Mutual Aid Agreements
MAC	Multi-agency Coordination
MOU	Memorandum of Understanding
MSP	Multi-State Partnership for Security in Agriculture
NASDA	National Association of State Departments of Agriculture
NIMS	National Incident Management System
NIPP	National Infrastructure Protection Plan
NRF	National Response Framework
NTEMC	National Tribal Emergency Management Council
SEOP	State Emergency Operations Plan
SitRep	Situation Reports
SOG	Standard Operating Guidelines
SOP	Standard Operating Procedure
STT	State, Tribal and Territorial
TCL	Target Capabilities List
TEMAC	Tribal Emergency Management Assistance Compact
USDA	United States Department of Agriculture

## 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. When the introduction section is completed, the following questions should be addressed.

1. Which governmental entity is responsible for developing this LERP (state, tribal, territorial)?
2. Why is the LERP being developed?
3. In general, what is the state's approach to emergency operations?
4. Why should the state address FEAD incidents (or events)?
5. What is the significance of livestock production within the state (e.i., employment, economy, feed, etc.)?
6. What non-agricultural entities are affected by a FEAD event?
7. What are the national implications of a FEAD event in the state?
8. What types of emergencies will the plan cover (e.g., foreign, emerging animal diseases, zoonoses, livestock feed contamination)?
9. What types of FEAD incidents does the plan address (i.e., deliberate or unintentional)?
10. Who is the primary audience for the plan?

## II. PURPOSE

The Purpose section must provide 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. Key stakeholders, such as the lead agency, supporting agencies, and industry play an integral role in developing goals. Agency roles and responsibilities are discussed in Section IX and provide a starting point to help identify key stakeholders. The planning group will need to discuss the purpose of this plan and reach a mutually agreeable way to clearly describe the desired result. Below are questions to consider when developing the Purpose section of a LERP.

1. Why is the state developing a LERP?
2. Why should the state address FEAD incidents?
3. How is the plan intended to be used?
4. What is the significance of livestock production within the state (e.g., employment, economy, feed, etc.)?
5. What collateral entities are affected by livestock production within the state (e.g., feed, rendering, markets, etc.)?
6. How will this plan fit into the structure of the state plan, as well as other contributing or related plans (i.e., public health, agriculture, emergency management)?

### Sample Goals —

- Ensure effective and coordinated communication between State, Federal, and local responders, authorities, and the public
- Minimize the impact of a FEAD incident through an efficient, coordinated response
- Facilitate rapid recovery following a FEAD incident by identifying the scope of State involvement in recovery efforts and activities
- Provide transition from response to recovery efforts

### 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.

States may choose not to include goals and objectives in their LERP; however, goals and objectives still need to be developed to drive the planning process. 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.

1. What will the plan cover?
2. What are the limitations of the plan?
3. What are the most significant objectives?
4. How will each objective be attained in a measurable manner?
5. Is this a stand-alone plan or a component of an all-hazard base plan?
6. Who is the primary audience for the plan?
7. What types of incidents are addressed (i.e., deliberate or unintentional)?
8. How will the plan assist with coordinating a response between local, state, and federal responders?
9. What will be the role of the LERP in interstate coordination?
10. How will preparation change if the FEAD is not identified in your state?
11. How will the plan support interstate vs. intrastate response activities?

#### Sample Objectives —

- Identify the lead state agency in a FEAD emergency response
- Define the triggers that result in plan implementation
- Establish the authority under which this plan can be implemented
- Facilitate the creation of mutual aid agreements (MAA) and participation in emergency management assistance compacts (EMAC) 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.

Ideally, a state will have conducted assessments of risk relative to livestock production, within its borders, prior to the consideration of situations or assumptions. However, even if these assessments have not been formally conducted, the key stakeholders in the planning group should review the state's livestock production in order to develop a list of situations and assumptions. This allows a state to focus on the identification of "situations" or "areas of risk" that are most likely to be involved if the LERP is activated. Situations resulting from the availability of limited resources should be considered within this section. The results from any assessments should be prioritized. This ranking does not need to be the same for every state; instead, it should reflect the unique characteristics of each state. No state should delay development of a response plan if such assessments have not yet been made or are not available.

When conducting the review of livestock production systems, the planning group should keep in mind the three components of risk: threat, vulnerability, and consequence. Threat is a dynamic variable which is hard to accurately determine. For this reason, states may focus their evaluation on areas of the livestock sector that exhibits some combination of vulnerability and negative consequence. 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. Below are questions to consider when developing the Situations section of the LERP.

1. What key livestock production systems exist within your state?
2. What vulnerabilities related to livestock production are associated with the greatest potential negative consequences?
3. How will identification of a disease outbreak in another state impact the deployment of this plan?
4. What unique physical and geographic features or aspects within the state could affect response activities?
5. Where are livestock production, transportation, distribution, and processing area located within the state?
6. What areas of livestock concentration within the state may lack biosecurity plans or formal institutionalized procedures (backyard flocks, fairgrounds)?
7. Where are easily accessible slaughter capabilities located outside of the state?
8. What unique physical and geographic features within the state could affect the scope and magnitude of a FEAD emergency?
9. How might working relationships between partners and stakeholders impact FEAD response activities?
10. What cultural aspects of the state could affect the scope and magnitude of a FEAD emergency?
11. What cultural aspects of the state could influence response activities?



12. What is the expected jurisdictional or municipality level of involvement during a response (e.g., city, county, or state)?
13. What mitigation efforts are in place to support and strengthen FEAD defense and response?
14. What potential direct and indirect economic impact within the state would result from a livestock/FEAD incident?
15. How might non-agricultural activities be affected by a livestock/FEAD incident?
16. How will a FEAD emergency impact public services (public access, transportation, business continuity, essential public health services, etc.)?
17. What unique institutional authorities or barriers exist that could affect response activities (vertical or horizontal integration within varying production systems)?
18. What are the political or international trade implications of a livestock/FEAD incident?

#### **Sample Situations —**

- Level of local planning and preparedness to assist in a response
- Rivers or other navigable waterways
- Depth to ground water
- Feed storage areas
- Areas of the state where livestock and poultry production are so concentrated that a FEAD could spread rapidly
- Mountainous terrain
- Available veterinary medical resources
- Major livestock population areas
- Areas where limited English is spoken or cultural norms are a factor
- Livestock or poultry production locations in rural areas that may become inaccessible in heavy precipitation events
- Concentrated areas of backyard farming with minimal biosecurity
- Limited availability of resources – equipment, PPE, vaccine, personnel, cleaning and disinfection supplies
- Poor communication with livestock industry representatives



## 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. A good place for the planning team to start this section is to identify the obvious assumptions, such as: the coordinating and supporting agencies will execute their assigned responsibilities; interstate and federal assistance will be required and provided, etc. Consider the questions presented below when addressing the Assumptions section of the LERP.

1. From where would a FEAD incident likely originate or be disseminated?
2. What surveillance systems currently exist which play a role in detecting a FEAD emergency?
3. What triggers implementation of the LERP?
4. What agency or department is primarily responsible for livestock surveillance and the identification of an emergency?
5. Which agency is identified as lead in a livestock response?
6. Will Unified Command be implemented and, if so, which agencies may be involved?
7. How will the Incident Command System (ICS) be integrated with local or other state's Unified Command during a FEAD emergency?
8. Who is responsible for assigning general ICS roles?
9. What state agencies play a supportive role in the response?
10. How are interstate response efforts coordinated and who is responsible for primary communications between states?
11. What federal agencies and services support a state's response?
12. What specific commodities might be impacted by a FEAD emergency?
13. How might the response efforts for livestock commodities be grouped for the purposes of planning for a FEAD emergency?
14. What other sectors of livestock production are likely to be involved in a FEAD emergency?
15. What other industries and associated integrated systems are impacted by a FEAD emergency?
16. What is the role of industry, livestock associations, and private sector businesses in supporting a FEAD emergency response?
17. What response plans do industry, livestock associations, and private sector businesses have in place to support a FEAD emergency response?
18. What resources can be expected from industry, livestock associations, and private sector businesses in support of a large-scale FEAD emergency response?
19. What agency or department is primarily responsible for the environmental aspects of a FEAD emergency?
20. Who will be responsible for on-site environmental health assessments and control measures?
21. What equipment and personnel (volunteer veterinary corps, state animal response teams) does the state have available for response to a FEAD emergency?

22. What procedures might be triggered if a FEAD emergency occurred in another state?
23. What existing communication capabilities require coordination during a FEAD emergency response (e.g., government, academic institutions, private sector)?
24. What communication capabilities might be missing?
25. What emergency control measures and recovery capabilities should be coordinated?
26. What agencies are involved in recovery and what is the general scope of their involvement?
27. What existing legal capabilities are in place? Which are missing? When multiple state/local agencies are involved, are mechanisms in place to appropriately use these authorities (i.e., MOU, EMAC, etc.)?

#### **Sample Assumptions —**

- Incident management activities will be initiated and conducted using the principles contained in the National Incident Management System (NIMS)
- Threats to the livestock industry can come from natural sources, as well as deliberate acts. This plan may be used to respond to FEAD emergencies
- Federal law enforcement will become the lead agency for the criminal investigation portion of a response if a FEAD emergency is determined to be the result of a deliberate or criminal act
- USDA/APHIS will support a state's response to a FEAD emergency and participate in a Unified Command if invited.
- Tracing may be difficult due to the lack of a uniform animal identification and traceability system
- The livestock industry has multiple entry points for introduction of a FEAD and may provide easy access to implementing a deliberate attack
- Any introduction of a FEAD may have grave consequences and trigger a variety of responses at all levels of government, industry, producers, and the private sector
- Positive detection of a FEAD in an area outside of the state will prompt the state to employ additional preparedness measures to prevent the possibility of occurrence in the state
- Identification of a FEAD will prompt all efforts to contain and eradicate the disease
- Agricultural segments not directly affected will be protected through continuity of business plans as much as possible

## 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.

The section headers identified below represent a logical flow of response from the time an impending or actual emergency or disaster situation is perceived through recovery. 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.

1. Incident Identification
2. Incident Management
3. Defining Response Actions
4. Communications and Coordination
5. Assessment, Control, and Containment
6. Recovery

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. Sources such as producers, extension agents, livestock market owners and workers, local veterinarians, state regulatory field veterinarians, laboratories, and industry provide essential surveillance functions in identifying the presence of a potential FEAD emergency.

#### ***Identification***

1. Who is responsible for reporting initial suspicions of a FEAD?
2. What are the routine surveillance methods used within this state for the identification of a FEAD?
3. What components of the livestock production or transportation systems are included within surveillance activities?
4. Who conducts surveillance for a FEAD within the state?
5. How are these surveillance methods likely to cause activation of the LERP?
6. To whom is a FEAD reported?
7. What are the indicators of a potential FEAD?
8. What type of data is needed to confirm an emergency (sample analysis results, observations)?
9. How is chain-of-custody maintained for samples?

## **Initiation**

10. What triggers LERP implementation?
11. When does a response start?
12. Who has the authority to initiate a response or issue declaration of an emergency?
13. What standard operating procedures (SOPs) or guides (SOGs) regarding FEAD notification exist?
14. How are clinical samples tested and who will test them (both public and private resources)?
15. When is response staff notified?
16. How is response staff notified?
17. How are coordinating and supporting agencies notified?
18. How are private entities notified?
19. How are livestock stakeholder organizations notified?

### **Sample Incident Identification —**

- Key surveillance activities
  - Monitoring and surveillance of livestock sales and movement
  - “Reportable clinical signs” within livestock that must be reported to the state by a veterinarian within a set period of time
  - Reports of unusual patterns or types of illness among herds or individual animals
  - Observation of unusual behavior or activity by livestock
  - An obvious security breach in a confinement operation, feed storage, or livestock housing area
  - Receipt of a threat indicating that livestock, feed or living areas have or will be contaminated
  - Possible threats and diseases that may lead to a response to a FEAD incident – a “reportable disease” list
  - Assess threats and diseases and define surveillance strategies
  - Implement surveillance strategies
  - Establish guidelines for notifying state and federal contacts when certain criteria are present
  - Establish procedures for activating the response plan

Standard operating procedures for notification are defined and distributed so that all local sources are trained to notify state and federal contacts when certain criteria have been met. Each state must define the triggers or criteria for which the SEOP or stand-alone plan is activated (e.g., disaster declarations by the governor or designated state animal health official for state, local or regional emergencies that surpass the resources of local responders, and possibly interstate emergencies).

## 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.

1. How are high-level elected officials kept informed, even though they may not be part of the incident command?
2. How is the organizational chart for the state FEAD emergency response structured?
3. Who will have the operational authority to direct and manage the state response during a FEAD incident?
4. Who will assign personnel to the five elements of incident command (i.e., command, planning, operations, logistics, finance and administration) for a FEAD response?
5. What agencies, departments, or other entities will be represented in the response structure during a FEAD response?
6. How will public health officials be incorporated into the response structure when dealing with a zoonotic animal disease?
7. Which state elected officials will be represented in the response structure and how will they be represented?
8. How will private industry or major trade organizations be represented in the response structure?
9. How will voluntary organizations and community-based organizations be represented in the response structure?
10. What could cause a change in the chain of command and how would the change be implemented? Who has the authority to make the change?
11. How will interstate operations be coordinated and how will private sector activities be included in this effort?
12. What is required to activate the DOC for a FEAD?
13. What is required to activate the SEOC for a FEAD?
14. How will the SEOC coordinate with other agencies which operate their own EOC's in supporting a FEAD response?
15. Who is responsible for the initial activation of the DOC and/or SEOC in a FEAD response?
16. In what way will the scope of a livestock incident affect the full or incremental activation of the DOC and/or SEOC?
17. How will individual incident or area command posts be integrated into the state response and DOC and/or SEOC?
18. Where will contact information for the personnel operating the DOC and/or SEOC be found?
19. Who has the responsibility for maintaining contact information for DOC and/or SEOC personnel and how often will that information be updated?
20. Does the FEAD response warrant the activation of a Multi-agency coordination (MAC) group?

21. Who will be responsible for developing the appropriate action sheets detailing the following for each specific task: 1) a brief explanation of the functional role and purpose of each task; 2) details of immediate, intermediate and longer-term (extended) responsibilities for each task; 3) the title and contact information of the task's supervisor; and 4) key contact information?
22. Is successful completion of position-specific training a consideration when assigning job tasks?
23. What level of ICS training is required for responders?
24. Is ICS training position specific?
25. What form of information management will be utilized throughout the response?
26. How will confidential internal information be handled separately from public information?

### **Content suggestions for Incident Management —**

- Describe when the EOC would be activated during a FEAD incident and to what level of activation
- Describe what agencies and departments (to include the private sector) should be represented in the EOC
  - Make sure that supporting agencies associated with a FEAD response are present to enable rapid activation of multiple Emergency Support Functions (ESFs) if necessary
- Establish guidelines for activating the department's operations center, if applicable
- Identify key contacts for each agency, department, and private sector industry impacted by a FEAD incident (example shown in LERP supplemental guide)
- Describe when the Joint Information Center (JIC) needs to be established and what agencies, departments, and private sector representatives should be included
- Establish a chain of command.
  - The lead agency should be determined by statutory authority and should be based on the type of FEAD incident involved.
  - Incident command structure should be identified
- Identify response actions to address a FEAD incident

### **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.

1. What response actions are required for a FEAD response at all levels of state government, industry, and private sector?
2. What actions will be necessary to support industry recovery or minimize the impact on an affected industry?
3. Are the response efforts altered if the incident is identified as due to a terrorist attack? If so, in what ways?
4. What investigatory activities might be necessary to support a response?
5. How would law enforcement be involved in the response?
6. What security issues may need to be addressed to protect responders, equipment, procedures, and operations during the response?
7. Is transportation of livestock affected? If so, how would the response be structured (e.g., maintaining continuity of operations, restricted/permitted movements)?
8. What applicable statutes might be invoked during a FEAD response?
  - How will farms, feedlots, or other livestock facilities be accessed if owners do not cooperate?
  - What authorities exist for detaining, holding, depopulating, and disposal of carcasses for livestock?
  - How will necessary quarantines be enforced?
  - How are responders protected relative to liability, insurance, contracting, etc.?
9. What type of technical support will the lead agency require during a FEAD emergency?
10. What type of business continuity plans should be included in the FEAD response plan?
11. Have industry partners been included in the discussions and plan development?

#### **Issues to consider in Defining Response Actions —**

- Coordinate 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 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
- Establish ICS and staff positions



## **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 in how and what sensitive information is provided to response partners, pertinent information is shared with industry stakeholders, and information that 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)***

1. What internal communication strategies and plans exist?
2. Does a graphic representation of the communication system or plan exist?
3. How will incident command posts or area commands communicate with the supporting agencies?
4. What are the procedures for establishing a Joint Information System (JIS)?
5. Which agency will be the lead in the Joint Information Center (JIC)?
6. What agencies or groups will be present in the JIC during a FEAD emergency?
7. Where will the JIC be located?
8. Who within the JIC will have access to the contact information associated with the LERP?
9. How will the JIC interact with federal investigative agencies if it is determined that the FEAD is caused by a terrorist act?
10. How will communications be coordinated with bordering states or international entities?
11. What is the procedure for coordination and communication between responders supporting entities, and the DOC or SEOC?
12. Who has primary geographic information system (GIS) mapping responsibilities?



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

13. How will existing local, state, and industry agriculture communication networks be used to disseminate information during a FEAD response?
14. How will information from the JIC be shared with public and private partners?
15. What types of fact sheets, key messages, and other informational materials exist (from state and industry sources) and which need to be prepared in advance to support a FEAD response?
16. What groups should be involved in the development and dissemination of public information?
17. How will state public information officers (PIO) be coordinated?
18. What are the procedures for conducting media briefings?
19. What strategies exist to encourage cooperation from the general public to assist in containing a livestock emergency or minimizing the potential for spread of a FEAD?
20. How will education and outreach efforts of public and private sector stakeholders be coordinated and tied into public information dissemination?
21. What types of educational information will the state need to prepare and disseminate during a FEAD response?
22. What are the existing media policies concerning information dissemination to the public?
23. National livestock associations may provide a resource for distribution of information nationally. How will information be disseminated to these groups for distribution?

***Coordination***

24. What circumstances might precipitate the need for interstate coordination?
25. What procedures exist to request or offer interstate assistance?
26. How will the state coordinate interstate responses?
27. How would interstate coordination benefit recovery efforts?
28. Are response priorities consistent between adjacent states? Response priorities can include conditions for LERP activation, policies or practices regarding response activities, or any other response-related activities that, if not coordinated and consistent, could negatively impact the effectiveness of a response.
29. How will the state coordinate logistical issues with local responders, federal agencies, and other states providing support to the response?
30. How will the FEAD response be coordinated with public health entities in the event that it is zoonotic?
31. How will the response be coordinated with foreign countries, if necessary?
32. How will the FEAD response be coordinated with an associated food response?
33. What political issues should be anticipated and how are these issues managed during a FEAD incident?

**Issues to be addressed in the Communication and Coordination section –**

- 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
- Describe how existing communications networks can provide updates to responding agencies and communicate information back to the EOC and departmental operations centers
- Describe how external communications with counterparts in neighboring jurisdictions will be established
- Prepare and update key messages, fact sheets, and other informational materials for distribution to partners, stakeholders, and the public through established channels
- Provide regular incident updates to neighboring jurisdictions
- Establish communications with the private sector
  - Can be accomplished more effectively if a public-private partnership has been established
- Respond to the media and communicate with the public to address concerns and/or rumors
- Facilitate incident management and policy coordination with neighboring jurisdictions
- Establish incident priorities between neighboring jurisdictions
- Acquire and allocate resources required by incident management personnel together with incident command
- Coordinate and resolve policy issues between neighboring jurisdictions

## 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)).

### Assessment/Surveillance

1. What agencies and/or other groups will be involved in surveillance and disease epidemiological investigation activities?
2. Which agencies and/or other groups will be involved if there are suspicions of a criminal act (intentional introduction)?
3. Who is responsible for sample collection and where will those samples be taken for analysis? Outline procedures for chain of custody in sample handling if necessary.
4. Is there a state or agency laboratory response plan? If so, does it address FEAD emergency response? Does the plan address “split sample” submissions to separate labs (e.g., samples sent to both state laboratory and the Foreign Animal Disease Diagnostic Laboratory (FADDL) at Plum Island)?
5. What laboratory support is needed during a FEAD emergency?
6. What are the contingency plans for providing laboratory support when state laboratory capacity is exceeded?
7. How will laboratories coordinate with the lead agency?
8. Who is responsible for surveillance of the wildlife populations?
9. How would the index case be identified and what methods would be used to determine the extent of the FEAD outbreak?
10. Outline the authorities for initiating an investigation and guidelines for establishing quarantines.
11. Are there public health risks (zoonosis) associated with the FEAD emergency and, if so, who makes those determinations?
12. What steps would be necessary to protect the environment during a FEAD emergency response?
13. How would the environmental impact be determined and by whom?
14. Are there permitting requirements that might be tied to the protection of the environment during response and recovery from a FEAD emergency?

### ***Control***

15. How will outside sources (i.e., contractors, rental equipment, etc.) be identified and deployed in support of a response?
16. How will live animal and animal product movement, depopulation, and carcass disposal be accomplished in order to maintain business continuity and support recovery?
17. Who is responsible for quarantine management?
18. What are the permitting issues for moving commodities that are not infected, contaminated, or otherwise adulterated, from within a suspect area?
19. Who is responsible for issuing “stop movement” orders?
20. Who is responsible for oversight of movement controls and permitting?
21. How will assessment, control, and containment impact an affected industry and what measures could be employed to minimize this impact?

### ***Containment***

22. Are procedures in place for cleaning and disinfecting livestock containment facilities, transport vehicles and equipment, or processing facilities?
23. Who is responsible for establishment of “control areas” for livestock?
24. Who has responsibility to close markets and other opportunities for co-mingling of livestock (fairs, rodeos, etc.)?
25. What are the procedures for destruction and disposal of infected animals and contaminated materials associated with the FEAD emergency?
26. How will livestock and livestock products (e.g., hides, blood products, feed, etc.) identified for disposal be handled? What situations might cause your plan to include off-site disposal?

### ***FEAD Response Teams***

As the scope of a FEAD emergency expands, it may become necessary to activate 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 aspects of responding to a FEAD emergency. Under ICS, response teams will be incorporated into the formal organizational structure and report via the chain of command. The expertise and agencies represented on a team will be in direct relationship to its assigned response-specific tasks. Examples of appropriate personnel included in FEAD response teams might include, but not be limited to, epidemiologists, veterinarians, veterinary technicians, livestock handlers, law enforcement personnel, livestock inspectors, USDA/APHIS/VS personnel, livestock association and industry representatives, contractors, and representatives from the lead agency.

1. Does the state have established FEAD response team(s)?
2. What type(s) of response team(s) does the state intend to use in a FEAD emergency?
3. What procedures/field operations guidelines are included in the responsibilities for each FEAD response team(s)?

4. What capabilities and expertise would be required for each FEAD response team?
5. Who is responsible for formation of the FEAD response teams and when would they be formed?
6. Who has the authority to activate a FEAD response team?
7. How are FEAD response teams activated?
8. Who maintains the contact list for the FEAD response teams?

### **Content suggestions for Assessment, Control, and Containment –**

#### ***Assessment***

- Surveillance plans and disease outbreak investigations for continuous monitoring of FEAD events
- Sample collection and analysis methods
- Methods to determine public health risks from the FEAD incident
- Economic implications and consequences
- Trace-back and trace-forward capabilities to determine the index case and the extent of the FEAD outbreak
- Evidence gathering for criminal investigation

#### ***Control***

- Movement controls in restricted areas (permitted and non-permitted products and animals)
- Locations and facilities for temporary livestock housing
- Methods to maintain critical services within a quarantine or movement control zone
- Enforcement of security in movement control areas, quarantined areas, and closed roads

#### ***Containment***

- Disposal methodologies for contaminated materials
- Depopulation of infected animals
- Disposal of depopulated animals
- Decontamination and disinfection of infected premises, cleaning and disinfection of contaminated equipment, and materials
- Quarantine or embargoes to mitigate a FEAD incident
- Enforcement of security in movement control areas, quarantined areas, and closed roads
- Public information on the safety of affected animal products
- Environmental contamination assessments from the FEAD incident
- Tracking costs for reimbursement

## 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.

1. When does recovery planning begin?
2. Who participates in recovery planning?
3. What resources are necessary to assist in the full recovery of the livestock businesses affected by the FEAD?
4. How is business continuity addressed under recovery?
5. What specific recovery topics need to be addressed in the LERP?
6. If the state has an independent recovery plan, does it identify and address unique elements that may be associated with a FEAD incident?
7. What state agencies are involved with recovery planning and implementation?
8. Who is responsible for updates to the recovery plan?
9. How is recovery included in the response?
10. Will the recovery plan be stand-alone or incorporated into the LERP?
11. What are the general recovery requirements?
12. What additional staff or equipment might be involved in recovery?
13. How should livestock disease surveillance be used during recovery?
14. How might recovery activities such as cleaning and disinfection be impacted by a criminal investigation component?
15. What surveillance programs are necessary to reestablish trade and marketing channels?
16. Are there assistance programs to aid re-population of affected farms?

**Issues which should be addressed in the Recovery section –**

- 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

**VII. PRINCIPAL PARTIES**

An important part of pre-planning 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.

**State**

States use various names to identify departments serving similar functions or services or they may have multiple departments or agencies that share duties. States identifying Principle Parties should use names consistent with their organizational structures. The actual state agency name should be included in each state-specific FEAD EOP. It is important to remember: This section should consist only of a bulleted list of agencies. This list should be constructed according to the tasks needing to be accomplished as part of the plan.



1. Which state agency or agencies will be leading the FEAD response?
2. What state agencies will play supporting roles in the FEAD response?
3. How are agencies informed of their potential roles in the FEAD response?
4. Have the responsibilities been clearly identified in the Organizations and Responsibilities section?
5. Is there a need for an advisory group at the state level to act as a coordinating body for the appropriate state agencies in a FEAD response?

### **Federal**

1. What federal agencies will support the FEAD response?
2. Are those agencies responsibilities identified in the Organizations and Responsibilities section?

### **Tribal**

1. What tribal entities will support the FEAD response?
2. How will the tribal entities interact with the lead state agency?
3. How are the tribal entities asked to collaborate in their potential roles?
4. Are the tribal entities responsibilities identified in the Organizations and Responsibilities section?
5. Have plans been developed for incidences in which tribal entities function as a lead agency?
6. How might the state function in support of a disease outbreak on tribal land?

### **Local**

Local jurisdictions play important roles in supplying support for and coordinating a FEAD response.

1. What local government agencies support a FEAD response?
2. How are local agencies informed of their potential roles?
3. Are local agency responsibilities identified in the Organizations and Responsibilities section?

### **Private Sector**

Inclusion of the private sector will be important to ensure an adequate response to a livestock-related incident. Livestock producers or their veterinarians will likely be the first to notice an unusual condition or disease in livestock. The concerned producer or their private accredited veterinarian should make contact with the appropriate agency, department, or individual as described in the Concept of Operations section of the LERP. Many states have mandatory reporting requirements for pre-defined clinical signs. The statutory authority regarding reporting may be in different state agencies, depending upon the state [e.g., the department of agriculture, a division of animal health, a livestock or animal health board or commission (hereafter referred to as “designated State Animal Health Official”)]. Each state should consider its private sector and the specific situation of the incident when constructing an event-specific list.

1. What private organizations and individuals (i.e., trade or commodity groups, agricultural partners, companies, veterinarians or other professionals) are involved in support of a FEAD response?



2. How are private organizations and individuals informed of their potential roles?
3. Which of these private organizations and individuals should be included in the plan's Organization and Responsibilities section?
4. Which non-governmental organizations (NGO's) might have a role and should be included in the plan's Organization and Responsibilities section?

## VIII. ACTIONS

The Actions section 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.

## IX. ORGANIZATIONS AND ASSIGNMENT OF RESPONSIBILITIES

Organizations and 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 of the Supplemental Guide 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 entities that might be included in state plans.

### **Governor or Designated State Animal Health Official**

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 FEAD 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.

1. What role will the Governor play in a FEAD incident?
2. In what agency or office does the Designated State Animal Health Official reside?
3. What role will the Designated State Animal Health Official play in a FEAD incident?
4. What state resources require the Governor's or Designated State Animal Health Official's involvement before they can be used to support a response?
5. Will the Governor have a specific role in activation of the LERP?
6. What are the Governor or Designated State Animal Health Official's powers related to rescinding orders or regulations to facilitate a response action?
7. How is the Governor or Designated State Animal Health Official involved in the state's participation in EMACs or the formation of mutual aid agreements?
8. What is the Governor or Designated State Animal Health Official's role in requesting assistance from other states or the federal government?
9. How does the Governor's Office coordinate with the lead agency?
10. How does the Designated State Animal Health Official's office coordinate with the lead agency?
11. How and by whom will the Governor be notified of a FEAD emergency?
12. How and by whom will the Designated State Animal Health Official be notified of a FEAD emergency?
13. What triggers notifying the Governor or Designated State Animal Health Official of a FEAD emergency?
14. What authority does the Governor or Designated State Animal Health Official possess with regard to declaration of an emergency in a FEAD response?
15. Is the process in place for requesting a declaration of emergency in a FEAD response?

**Examples of gubernatorial or Designated State Animal Health Official responsibilities in a FEAD incident-**

- Declare state emergencies which result in the implementation of the plan
- Coordinate state resources, relative to all potential types of response or incidents, to prepare for, respond to and recover from incidents in an all-hazards context
- In certain conditions or circumstances, amend or rescind orders and regulations to allow an adequate response
- Lead communication efforts relative to helping public, businesses and other organizations, within the state's jurisdiction, 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
- Request federal assistance when state resources are overwhelmed

## Lead Agency

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 livestock emergency under the SEOP. This agency will generally set up a command structure from which it will initiate and manage the response. The agency identified as lead will set overall incident-related priorities; allocate resources; ensure proper incident management; monitor incident response to ensure response objectives are met and not in conflict with other agency, state or federal entities supporting the effort; identify critical resource needs and report those to individual EOC's or multi-agency coordinating entities; and, ensure that short-term recovery transitions into full recovery operations. The lead agency also coordinates response activities involving multiple states. In addition, the lead agency will also coordinate the response and support efforts of appropriate local and federal agencies and industry.

1. Is there a single lead agency or will there be shared responsibilities in a FEAD emergency response?
2. Who will be the lead agency/agencies?
3. Are any of the lead agency/agencies capable of activating the LERP?
4. What authorities are given to the lead agency/agencies for managing a FEAD emergency?
5. What are the responsibilities of the lead agency/agencies in obtaining resources to support a response?
6. What is the lead agency's role in restricting or controlling the transportation of potentially infected or contaminated livestock or animal products within the state or into the state from boundary states?
7. How will the lead agency coordinate with transportation agencies regarding road closures and traffic detours?
8. How will the lead agency/agencies coordinate with the Governor or representative authorized state agricultural official?
9. How do the lead agency/agencies coordinate with local response entities, federal agencies, and other states that are supporting the response?
10. What role do the lead agency/agencies have in animal disease tracing?
11. How is the lead agency/agencies involved with public information creation or dissemination?
12. What role will the lead agency/agencies have in record keeping and developing after-action reports relative to the response?
13. How will the lead agency/agencies coordinate with law enforcement in the event of a threat, intentional tampering, or terrorist event?
14. How will the lead agency coordinate with other law enforcement activities (traffic control, etc.)?
15. How will the lead agency/agencies role change in the event that the FEAD is considered zoonotic?

**Sample responsibilities for the lead agency –**

- 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 USDA Assistant District Director 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
- Determines 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

Identify the agencies or departments within the state that will be supporting the lead agency.

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. All agencies or departments included in this section should have been previously referenced in the Principle Parties section.

1. What authorities do the supporting agencies or departments have to support a livestock emergency response?
2. How are the support agencies or departments involved in obtaining resources to support a response?
3. What are the supporting agencies or departments roles in restricting or controlling the transportation of potentially infected or contaminated livestock or animal products within the state or into the state from boundary states or across international borders?
4. How do the support agencies or departments coordinate with the lead agency?
5. How are the support agencies or departments involved with public information creation or dissemination?
6. How are supporting agencies or departments involved in disease eradication and activities such as quarantine, product recall, livestock appraisal, slaughter, disposal, cleaning and disinfecting, epidemiology, animal tracing, vector control, and permitting arrangements during a FEAD emergency?
7. What roles will the support agencies or departments have in record keeping and developing after-action reports relative to the response?
8. How will the support agencies or departments coordinate with law enforcement in the event of a threat, intentional tampering, or terrorist event?

### Examples of Support Agencies:

- State Research and Extension
- State Colleges of Veterinary Medicine
- State Wildlife Authority
- Department of Transportation
- State Bureau of Investigation
- State Police / Highway Patrol
- State Health Department

## Federal Agencies

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, ESF #11, the Food and Agriculture Annex to the NRF, and NIMS. Proper and successful planning must integrate and coordinate federal response assistance. Key federal agencies that may be involved in a FEAD emergency are provided in the LERP Supplemental Information Guide or the NRF.

In addition to DHS guidelines for planning, attention should be paid to USDA documents such as FAD PReP, NAHEMS, and other available information sources relevant to animal emergency response.

## Tribal Governments

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.

1. How does the tribal area become involved in the state's FEAD response plan?
2. What are the mechanisms in place to coordinate mutual aid with a tribe?
3. How does the lead agency coordinate with tribal entities involved in a response?
4. What are the procedures for coordinating the dissemination of information within the tribal nation, businesses, and other tribal entities?
5. How do tribal governments request support from state entities?
6. How do tribal entities request support from state governments? How do state entities request support from tribal governments?
7. Are there cultural factors that might become involved in a tribal livestock response?
8. Is the tribal entity included in the LERP a part of the National Tribal Emergency Management Council (NTEMC)?

## Local Government

This section should address responsibilities at the local level, including consideration of available resources, communication, and coordination. 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. States should ensure plan integration with local entities.

1. How do local government agencies become involved in the state's FEAD response plan?
2. Which local government agencies will be involved in the state's FEAD response plan?
3. How do the local government agencies or departments coordinate with the lead agency?
4. What are the responsibilities of the local government in obtaining resources to support a FEAD response?
5. How do local agency response plans coordinate with the state's FEAD response plan?
6. How do local government agencies coordinate communications with the state?
7. What level of preparedness awareness should be the responsibility of local government agencies?

### Local response entities to consider for integration into State FEAD response –

- Emergency Management
- Emergency Responders
- Contract Veterinarians
- Local Extension Agents
- Local Health Departments
- Public Works Department
- Local Law Enforcement
- Public Health Officials
- Local Elected Officials (mayor, city council, etc.)
- Voluntary Organizations / Volunteer Response Teams

## Private Sector

This section should identify the private entities that provide support during a livestock/FEAD emergency response. In addition to mitigation of livestock emergency incidents, feedlots, trucking firms, sale barns, rendering companies, processing plants, and other livestock-related businesses have policies, procedures, and protocols in place to detect and evaluate potential FEAD and other livestock emergency incidents.

1. Which groups are willing to work with the state in a FEAD response?
2. Who will contact these groups upon activation of the LERP during a FEAD response?
3. What level of preparedness awareness should be the responsibility of the private sector?
4. How will you determine to what level each group can be involved and for how long?
5. What is the level of resource capabilities available through the various associations?
6. How might a contact list for various groups be developed?

### **Private Sector entities to consider for integration into State FEAD response –**

- Agriculture Producers and Workers
- Trade Associations (national and state livestock associations, livestock marketing associations, Farm Bureau, etc.)
- Livestock Pharmaceutical Companies
- Livestock Markets and Feedlots
- State-wide Volunteer Veterinary Response Corps
- Local Veterinarians
- Agricultural Producers and workers
- Livestock and Milk Transporters



## **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.

1. What authorities are required to implement the LERP?
2. What authorities are necessary to initiate recovery?
3. How do the lead agency/agencies assume command of an incident?
4. How have the lead and support agencies addressed the need for NIMS and ICS training?
5. What does a graphical representation of the proposed command structure look like?
6. Describe how the state EOC interacts with the ICS during a FEAD response.

## **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.

1. What information needs to be developed and distributed to responders?
2. Who is responsible for content development?
3. What medium for delivery needs to be utilized for dissemination of public information during incident response and recovery?
4. Who acts as the spokesperson for dissemination of public information?
5. Who will be responsible for creating Incident Action Plans (IAPs) and Situation Reports (SitReps)? Who updates these reports and how often will they be updated?
6. Who will receive the IAPs and SitReps?
7. Identify data systems that will be utilized by response agencies (EMRS, WebEOC, USAHerds, etc.)



## 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.

1. Are all of the parties involved in the response plan aware of existing communications channels?
2. What methods will be used to coordinate communication between response agencies?
3. What techniques and technologies will be utilized for communications between response agencies?
4. Is there a secure system in place to handle sensitive information?

**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)

## XIII. ADMINISTRATION, FINANCE, and LOGISTICS

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.

1. What emergency actions would require significant state support?
2. What are the state's sources of federal and non-federal emergency funding?
3. Are there state statutes that address emergency funding?
4. How will donations be handled?
5. If veterinary products are needed for the response, will standard procurement procedures be used?
6. What Memoranda of Understanding (MOU) or Mutual Aid Agreements (MAA) exist to support a livestock/FEAD emergency response?
7. What MOU's or MAA's need to be developed to support a livestock/FEAD emergency response?
8. How will resources necessary for the response be monitored, delivered, and allocated?
9. How are local agencies, groups, and producers educated on keeping adequate/accurate records?
10. What assets would be accessible through the Emergency Management Assistance Compact (EMAC)?

**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 an 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

## Emergency Management Assistance Compacts (EMACs) and Mutual Aid Agreements (MAAs)

EMACs and MAA's create a legal means for jurisdictions to provide resources, facilities, services and other needed support to other jurisdictions during a FEAD emergency. Preparation of MAA's and participation in EMACs also provides information on how entities will do business with each other during a FEAD response. MAA's and EMAC participation should primarily involve governmental entities at the state level, but may also involve private organizations, ensuring timely delivery of private assistance at the appropriate jurisdictional level during an emergency. States not currently participating in EMACs relative to FEAD emergencies should consider joining a livestock-related EMAC or reviewing and modifying existing agreements. Authorized officials from each of the participating jurisdictions should collectively approve all agreements or compacts.

1. What situations during a livestock emergency response would benefit from participation in an EMAC or having a pre-existing MAA?
2. What governmental agencies and/or private organizations might be important to involve in a pre-existing MAA?
3. Who is responsible for requesting assistance from an EMAC or utilizing an MAA?
4. How does your state EMAC ask for resources?
5. How is a MAA activated?
6. Who within the state would be responsible for establishing EMAC or MAA relationships?
7. What is the payment channel through which EMAC's and MAA participants would be reimbursed?

### Example of elements to include in MAA agreements and EMAC participation-

- Definitions of key terms used
- Roles and responsibilities of individual parties
- Procedures for requesting and providing assistance
- Procedures, authorities, rules for payment, reimbursement and allocation of costs
- Notification procedures
- Protocols for interoperable communications
- Relationships with other agreements among jurisdictions
- Legal ramifications involving the work force (workman's comp, etc.)
- Treatment of liability and immunity
- Recognition of qualifications and certifications
- Agreement sharing

Specific procedures and triggering events causing activation of EMAC's or MAA's should be identified and included by the participating jurisdictions and should be consistent with procedures identified in the SEOP.

**Examples of triggering events-**

- Potentially infected livestock have been shipped either to or through another State
- Need for animal trace-backs through the livestock auction market system
- Additional technical expertise, manpower or resources (e.g., laboratory) are needed
- Information may be needed to address media inquiries in an unaffected State

#### **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, federal and state requirements are altered. The documents must be updated to remain useful and current.

1. What agency or department is responsible for plan development and maintenance? Is there a specific person or job description this duty can be tied to?
2. How will exercise After-Action Reports be used to update the LERP?
3. What other information sources will be important in updating the LERP?
4. How often will the LERP be scheduled for updating?
5. Who will have the responsibility of updating the contact lists attached to the LERP and how often will those updates occur?
6. When updates occur, how will they be shared with responders and supporting agencies and how will those entities be notified of the updates?
7. What training is available for agencies and organizations involved with a FEAD emergency response?
8. Are there opportunities for agencies involved in FEAD emergency response to train together to encourage a unified and coordinated response?
9. How does the state test the preparedness of responders or the efficacy of the LERP?
10. What agencies and other supporting groups for a FEAD response are involved with training and exercises?
11. How does retraining for agencies or other groups based on exercise outcomes or lessons learned occur?
12. What levels of education and training are needed for the responders?
13. How will exercises be used to educate the responders and the public?
14. What subject matter experts (SMEs) will be used to evaluate and critique the LERP?

**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

**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. It is imperative to make sure that the responding and supporting agencies have the authority to implement the state response plan. 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. Care should be taken to check for conflicts between the various legal authorities involved, as well as the potential for interstate or federal conflicts. If other state emergency plans, annexes, appendices, or emergency support functions already reference these authorities, cross-referencing these existing plans may be appropriate.

1. What authorities exist to specifically deal with the unique requirements of a FEAD emergency response (i.e., emergency declaration, access to livestock or facilities, inspection, quarantine, embargo, and destruction and disposal of livestock)?
2. Are there differing authorities relating to poultry vs. livestock?
3. Are there disease-specific authorities?
4. What FEAD emergency response actions will require additional or revised authorities for the responding agencies?
5. What federal and state statutes related to FEAD emergencies have the potential for conflict and how will this be resolved?
6. Do authorities exist for adoption of emergency rules?

