

ESF 11

Emergency Operations Plan – Emergency Support Function 11
Agriculture, Animals, and Natural Resources

Section 1: Introduction

1.1 Lead Agency

Department of Agriculture, Conservation and Forestry (DACF)

1.2 Supporting Agencies

- Department Health and Human Services - Maine Center for Disease Control and Prevention (Maine CDC)
- Department of Environmental Protection (DEP)
- American Red Cross (ARC)

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Section 2: Purpose, Scope, Situation, and Assumptions

2.1 Purpose

Emergency Support Function 11 (ESF-11), Agriculture, Animals, and Natural Resources, provides a framework for coordination and cooperation across state agencies and other organizations regarding the control and support of animal search, rescue, recovery, and reunification needs and activities before, during, and after a disaster or incident.

In addition, this annex provides guidance to address issues concerning agriculture and natural resources to include: the impacts of livestock, crops, plant disease, pest control, foreign animal disease or animal disease, and other related incidents affecting the health, safety, and welfare of humans and animals before, during, and after a disaster or incident.

The protection of cultural resources and historic properties are addressed in **Appendix A. Protection of Cultural Resources and Historic Properties**.

2.2 Scope

- This annex is applicable to agencies and departments in the state, as well as federal agencies and supporting organizations that may have a role in supporting animal or agriculture related disaster activities.
- The DACF developed and will maintain this annex.
- All local and state laws pertaining to animal licensing, rabies and disease prevention, vaccination, sheltering, and mass care services apply to this annex.
- DHHS assumes responsibility for all communicable disease involving humans (including those stemming from zoonotic disease) at the state level and will coordinate with local public health authorities, as needed.
- DACF is responsible for handling infectious animal and plant disease.
- DACF will work with local officials and responders to make necessary rules for suppression and prevention of infectious and contagious diseases among animals, and to mitigate the spread of plant diseases in the state through their existing rules and authorities.
- ESF-11 will coordinate assistance to cities and towns including personnel, equipment, facilities, materials, supplies, and/or technical support/subject matter expertise.
- ESF-11 will serve as the lead for large/farm animal sheltering and coordination.

2.3 Situation

Agriculture remains a major contributor to the economy of Maine. A major loss or threat of a loss affecting agriculture could result in significant economic losses if not rapidly and effectively addressed. A large-scale incident could pose a threat to crops, agricultural waste/discharge, pesticides, animal feeds, zoonotic disease, and other related issues.

In the event of a significant incident or disaster, local government resources may be quickly overwhelmed and unable to provide assistance for residents and their pets, and farms and their livestock and crops. An incident/disaster of large magnitude could result in injured, displaced and/or deceased animals, and require support for the evacuation, care, disposal and shelter of animals. Farmers may need

to evacuate their farms leaving large animals or livestock temporarily separated and without necessary continuous care.

Certain incidents, such as hazardous materials releases, may have direct impacts on agricultural resources, and actions may need to be taken for the mitigation of impacts to or embargo of impacted crops and/or livestock/livestock products. In addition, exotic or emerging disease found in Maine livestock (cattle, horses, poultry, swine, sheep, goats, and captive deer) will have significant national and international trade implications causing economic disruption.

2.4 Assumptions

- Cities and towns may have incident management resources, plans, and procedures to support animal and agricultural response.
- The sheltering and protection of animals is the primary responsibility of animal owners, and they will take reasonable steps to provide for their animals during an incident.
- Farmers, orchard owners and producers, and other agriculture related individuals and businesses will retain primary responsibility for their crops and will take reasonable steps to protect their agricultural crops during an incident.
- Agencies, departments, and organizations not included in this annex may be called upon to assist in emergency operations in support of disaster response consistent with their roles and responsibilities related to animals.
- Assistance provided to address animal and agriculture issues in an incident/disaster is a coordinated effort of local, state, federal, private, and volunteer organizations.

Section 3: Concept of Operations

3.1 General

This annex will be activated at the direction of Maine Emergency Management Agency (MEMA) when there is the potential for a disaster or an existing disaster requiring statewide coordination of resources. The lead agency will provide direction to and work in conjunction with the support agencies to coordinate the activities of ESF-11.

Each agency shall designate a minimum of four persons who can serve as representatives for their agency at the State Emergency Operations Center (SEOC) to support ESF activities. The designated agency representatives should have the capability and authority to reach back to its own agency to request resources and obtain necessary information to support the response to the incident.

The objectives of ESF-11 are to coordinate resources to:

- Address risks to animals, livestock, and companions (e.g., collapsed barn, animal disease not found in humans, etc.).
- Provide input to DHHS regarding the potential for diseases in animals to impact human health (i.e., rabies, Eastern equine encephalitis (EEE), West Nile virus (WNV), etc.).
- Provide technical assistance to DHHS regarding pest and vector control, as needed.
- Address risks to humans associated with animals (e.g., escaped farm or zoo animals).
- Assist in capture/rescue of animals that have escaped confinement or have been displaced from their natural habitat.
- Provide emergency care to animals injured during an incident.
- Assist with the evacuation of people with household pets and/or service animals without means of evacuation transportation.
- Remove and properly dispose of animal carcasses.
- Assist with long-term maintenance, placement, or disposition of animals that cannot be returned to their normal habitat or have been separated from their owners.
- Coordinate assistance for livestock/farm and companion animals.
- Issue and enforce animal quarantines based on disease outbreaks.
- Assess and respond to emergency issues relating to crops.
- Minimize public health and economic impacts to the food chain and crops.
- Conduct surveillance and response of plant pest infestation and plant disease incidents.
- Diagnose, control, and eradicate zoonotic disease to prevent transmission and minimize the threat to human and animal health.
- Assist in clean-up of agricultural waste related to the incident response.

3.2 Activities

Responsible agencies for ESF-11 should conduct the following activities:

a. Preparedness

- Notify MEMA of any changes that may impact the operation of this ESF.

- Participate in meetings of ESF stakeholders if coordinated by MEMA to review and update the ESF annex.
- Develop and maintain internal agency operational plans and procedures to support ESF-11 activities.
- Maintain and update necessary and appropriate contacts with support agencies and those organizations.
- Designate staff that will support SEOC operations.
- Provide for surveillance of emergency issues related to crops, animal feeds, manure pits, fertilizers, and pesticides.
- Provide for surveillance of plant pests of unknown or questionable origin, which may pose a potential or substantial threat to agriculture, economy, or public health of the state.
- Provide for surveillance of foreign animal disease or animal disease, syndrome, chemical, poison, or toxin that may pose a substantial threat to the animal industries, economy, wildlife, or public health of the state.
- Provide for surveillance of plant and animal disease and infestation that may pose a substantial threat to wildlife and other natural resources.
- Conduct training and participate in exercises.

b. Response

i. Pre-Impact

- Provide at least two representatives to the SEOC to support ESF-8. A total of four personnel must be trained to support the Lead Coordinating Agency.
- Maintain communications with the SEOC, obtain status reports, and keep the SEOC informed of progress of assigned tasks.
- Notify appropriate points of contact at each respective ESF-11 agency and organization to pre-position resources and response personnel, as needed.
- Review existing plans and procedures.
- Ensure respective ESF-11 agency and organization decision makers are kept informed of the situation and provide ongoing updates to their respective agency/organization.
- Test communications and warning systems.
- Verify inventories of available resources, and provide a summary listing to the SEOC Operations Section Chief.
- Mobilize and pre-position resources when it is apparent that ESF-11 agency or organization/state resources will be required.
- Implement any Emergency Action Plans and coordinate responses to address outbreaks (see Maine Animal Emergency Disease and Disaster Plan).
- Develop response teams that can respond to disease outbreaks and emergencies in the field.

ii. Initial Response

- Coordinate personnel and resources for field assessment and response/recovery teams, as necessary.
- Gather and provide situational awareness.
- Establish communications with appropriate deployed agency field personnel to coordinate resources to support response efforts.
- Develop information for the incident action plan and provide to the Planning Section.

- Coordinate resources to support response to livestock and equine-related impacts.
- Assist with identification and location of housing and other related services.
- Coordinate with the Operations Section regarding staging areas for animal related supplies; including, but not limited to, food, medical, and farm-related supplies.
- Pre-position resources at the nearest staging area(s), as needed.
- Coordinate with the SEOC Logistics Section on the distribution of supplies to and from the staging areas.
- Coordinate resources to support the response to animal and plant issues which impact public or animal health (includes, but is not limited to, disease outbreak, bioterrorism, waste and carcass disposal) in conjunction with ESFs 3, 8, and 10.
- Activate response teams to evaluate and appraise suspected infected and exposed livestock, and provide recommendations (i.e., destroy, disposal).
- Coordinate deployment of the task force(s) with the Operations Section Chief.
- Coordinate resources for possible quarantine and/or control of movement of impacted animals in and around infected areas. In the event of quarantine, movement of animals will be restricted.
- Coordinate resources to support restricting the movement of animals of susceptible species and vehicles known to transport such animals into the state.
- Coordinate resources to support the tracing of the origin of the disease outbreak and monitor and control its potential spread.
- Coordinate resources to conduct an evaluation of suspected infected non-domesticated populations (wildlife).
- Implement cost accounting measures for tracking deployed personnel, equipment, materials, and other costs incurred by supporting ESF-11 response actions during the incident.

iii. Coordination with other ESFs

- ESF-1, Transportation, on transportation needs for animals.
- ESF-6, Mass Care, on animal sheltering activities. If needed, provide emergency supplies that enable people with disabilities to care for their service animals.
- ESF-6, Mass Care, to gather resources to support animal rescue, evacuation, sheltering, and reunification.
- ESF-6, Mass Care, concerning protocols for goods donated for animal emergency response assistance.
- ESF-10, Oil and Hazardous Materials, for disposal of hazardous waste.
- ESF-15, External Affairs, to provide information to the public, industry, and local government on impacts to animal and public health, movement controls and eradication.
- Coordinate with other ESFs that may have authorities, resources, capabilities, or expertise necessary to support ESF-11 missions.
- Coordinate with other ESFs represented at the SEOC to provide support to address nuisance and public health concerns (e.g., rabies and/or other animal related diseases) involving wildlife that may be deceased, or escaped confinement or displaced from their natural habitat.

iv. Ongoing Response

- Continue to gather and provide situational awareness.
- Provide information to the Planning Section as needed to update Situation Reports and Incident Action Plans (IAPs).

- As necessary, coordinate resources to support the following response activities:
 - Capturing of injured and displaced animals.
 - Sheltering of, provision of medical care for, relocation, and reunification of animals with their owners.
 - Acquisition of additional large animal feed, pet food and supplies to support the relief efforts.
 - Identification and location of temporary sheltering and other related services (animal food only) for displaced livestock.
 - Tracing the origin of disease outbreak and monitor and control its potential spread.
 - Evaluating and diagnosing animals suspected of having infectious or contagious disease.
 - Issuing and enforcing animal disease quarantines.
 - Timely and proper carcass disposal. Utilize DACF Carcass Disposal/Management Plan.
- Assess and respond to emergency issues relating to crops and plant pest infestation.
- Minimize public health and economic impacts of food and agriculture-related incidents.
- Coordinate surveillance and eradication of plant pests which may pose a potential threat to agriculture.
- Clean-up of large agricultural wastes. This process includes, but is not limited to: contaminated feed, manure and sewage, pesticides, contaminated crops, and animal carcasses.
- Ensure appropriate staffing levels at the SEOC for ESF-11 as determined by the SEOC Planning Section Chief and SEOC Operations Section Chief.
- Ensure staff briefings are conducted during shift changes and at designated times throughout the event.

c. Recovery

- Coordinate recovery actions with the Comprehensive Emergency Management Plan, Volume III Interagency Disaster Response Plan.
- Participate in after-action meetings and review after action reports, as appropriate.
- Coordinate resources to support the consolidation or closing of animal shelters or confinement areas in conjunction with ESF-6.
- Coordinate resources to support long-term maintenance, placement or disposition of animals that cannot be returned to their normal habitat or those that have been separated from their owners.

d. Mitigation

- Conduct assessments of ESF-11 capabilities to identify potential shortfalls.
- Develop plans to mitigate identified shortfalls of resources.

Section 4: Responsibilities

4.1 Lead Agency

Department of Agriculture, Conservation and Forestry

- Serve as the lead agency for animal sheltering and coordination.
- Assess stability of impacted area and determine animal related response needs.
- Coordinate veterinary resources to monitor the health of rescued animals, those in emergency shelters and livestock.
- Coordinate information on facilities that could serve as emergency animal shelters for all species.
- Provide information on status of agricultural crops both for humans and animals, producers and resources.
- DACF, along with USDA/APHIS. will minimize the impacts of pests and diseases entering the state via imported produce and plants.
- Coordinate resources to enforce state animal control statutes.
- Coordinate resources to support diagnostic laboratory support.
- Coordinate with USDA/APHIS to support disease control efforts.
- Provide technical assistance along with USDA/APHIS and University of Maine Extension to help define the limits of agricultural areas that have been impacted by infectious and/or contagious disease for human food and animal crops via geographical information system (GIS)/mapping.
- Coordinate and provide information on decisions to be made about quarantining impacted human food and animal crops.
- Coordinate with USDA/APHIS and Maine Farm Bureau and provide information for Maine farmers whose crops and/or livestock may be impacted by the incident.
- Coordinate the mission of veterinary teams that have been deployed.
- Distribute scientific, procedural, and diagnostic information on animal disease and/or disaster impacts to animals to veterinarians practicing in Maine (with State Veterinarian consultation).
- Coordinate with ESF-8, Public Health and Medical Services, to determine needs to shelter impacted or potentially impacted animals and/or place them on stored feed and water.
- Coordinate resources to evaluate and diagnose animals suspected of having infectious or contagious disease.
- Impose quarantines and movement restrictions, as necessary, to prevent spread of disease and ensure eradication of disease.
- Coordinate the appraisal and compensation of diseased or susceptible animals and/or property prior to destruction.
- Identify and document information on dead animals and support the removal and proper disposal of carcasses. (See Debris Management Plan, Appendix A. Protection of Cultural Resources and Historic Properties – Animal Carcass Disposal).
- Prepare official notices to the farming community relative to disease outbreak and efforts to control it (with State Veterinarian consultation).
- Coordinate development of public information statements with the SEOC Public Information Officer and ESF-15.
- Coordinate with local racetracks on the use of their resources.

4.2 Supporting Agencies

a. Department of Health and Human Services – Maine Center for Disease Control and Prevention

- Confirm information that determines if an animal-related disease is or could become zoonotic.
- Coordinate with DACF to evaluate the risks and impacts of an animal or zoonotic disease on public health.
- Assess stability of impacted area and determine animal-related response needs for zoonotic disease.
- Identify human health risks associated with animal and zoonotic diseases.
- Coordinate information on preventative measures.
- Ensure that special medications for treating and/or preventing zoonotic disease, if required, are available to the local medical facilities.
- Provide advice regarding health effects of the disease outbreak or its management to the public.
- Provide technical assistance to DEP in approving animal carcass disposal sites within local jurisdictions.
- Provide resources to monitor eradication operations to ensure that the health and safety of workers is being protected.
- Coordinate resources to support the removal and proper disposal of animal carcasses.
- Provide technical assistance regarding public health aspects of eradication operations.
- Collaborate with DACF and the SEOC Public Information Officer (PIO) regarding the development and release of information to the general public on impacts of the ongoing incident to public health and recommended preventative measures the public should take.

b. Department of Environmental Protection

Support waste and carcass disposal and related issues according to the State of Maine Debris Management Plan.

c. American Red Cross

Coordinate with DACF to co-locate pet shelters alongside those of their owners.

d. Other Agencies

Other agencies not explicitly covered in this annex may have authorities, resources, capabilities, or expertise required to support ESF-11 activities. These agencies may be requested to support ESF-11 activities on an as needed basis.

Section 5: Supplementary and Procedural Documents

- State Debris Management Plan
- Avian Potential Composting Sites

Section 6: References

- The Disaster Relief Act of 1974
- Robert T. Stafford Disaster Relief and Emergency Assistance Act
- Pets Evacuation and Transportation Standards Act of 2006
- Americans with Disabilities Act of 1990