

# Animal Response Plan Development Guidance

## Tool Kit Overview

### INTRODUCTION

The Animal Response Plan Development Guidance Tool Kit was developed by the Animal Health Emergency Technical Advisory Committee, which includes representatives from the Ohio Department of Public Safety, the Ohio Emergency Management Agency, the Ohio Department of Health, the Columbus Public Health Department, the Ohio Department of Agriculture, the United States Department of Agriculture – Veterinary Services, and representatives of local jurisdictions and animal response groups.

Failure to plan for the needs of animal populations during emergencies and disasters will negatively affect the viability and validity of disaster plans for the rescue and care of people in emergencies and disasters. For instance, if the disaster warrants an evacuation, many people will not evacuate without their animals or will delay their own evacuation to first make preparations for animals they must leave behind. Evacuation refusals or delays begin a chain reaction that can seriously jeopardize disaster response plans.

Failure to plan for the rescue and care of animals prior to an emergency or disaster may lead to serious public health concerns during and after an emergency or disaster. Injured, ill or, dead animals can pose disease and injury hazards to the public, which may add strain to an already over-taxed emergency medical system.

Failure to plan, locally, for an animal disease incident may perpetuate disease, could have a disastrous economic impact.

The Guidance Tool Kit provides local jurisdictions information and tools that will assist them in developing local/county Animal Response Plans for use in the response to emergencies and disasters. It will also support the continuity of vital agriculture operations, promote responsible animal care, the continued companionship of household pets, and the reduction of the incidence of harmful interactions between humans and non-domestic animals in the event of a disaster.

The following Tool Kit documents (items 1 through 4, below, are hyperlinks to web-based materials. Item 2, below, the *Sample County-Level Plans* are pdf documents. Items 3 and 4, below, the *Animal Response/Support Annex Template* and the *Sample Implementing Instructions* are Word documents. To save items 3 and 4, below, as Word documents on your system, click on the items and choose the “Save” option.

1. Animal Response Plan Development Guidance Tool Kit Overview (this document)
2. [Samples of Ohio County-Level Plans](#) (pdf format)

3. [County Emergency Operations Plan – Animal Emergency Response Plan/Support Annex Template](#) (Word document)
4. [Sample Implementing Instructions](#) (Word documents)

We suggest that jurisdictions employ the following steps in your animal response plan development process:

1. Read through this Guidance Tool Kit Overview document in its entirety.
2. Read through the plan development guidance sections of the State of Ohio's Plan Development and Review Guidance. The Guidance provides instruction on plan format, content and structure; provides a valuable set of categorical planning links. [http://www.ema.ohio.gov/documents/pdfs/plan\\_development\\_review\\_guidance.pdf](http://www.ema.ohio.gov/documents/pdfs/plan_development_review_guidance.pdf)
3. Review the sample county animal response plans (see links, above).
4. Review the County Emergency Operations Plan – Animal Emergency Response Plan/Support Annex Template (see link, above).
5. Review the sample Implementing Instructions.
6. Form an Animal Response Plan Development Team
7. Follow the Ohio Plan Development and Review Guidance and use the Guidance Tool Kit materials as you work through an integrated plan development process with your Plan Development Team to produce your jurisdiction's Animal Response Plan.

It is not intended that any of the sample language that is provided in this Guidance Tool Kit be used in their entirety as provided. Rather, in using this guidance, jurisdictions should use the sample language and sample plans as starting points in their plan development process and should assess the applicability of the information that is contained in this Guidance Tool Kit to their jurisdiction's situation and needs – expanding and adding text, agencies, etc. as needed to produce a plan that will effectively address their jurisdiction's situation and needs.

## OTHER RESOURCES

This guidance should not be thought of as exhaustive and all-encompassing. Local jurisdictions should look to other resources for further guidance and input. These sources can include plans and guidance from neighboring jurisdictions, other states and online resources. Where applicable, hyperlinks to other resources are provided within the present document.

The first additional resources that should be consulted when preparing a local animal response plan are the U.S. Department of Homeland Security's (DHS) Target Capability Lists (TCL). DHS's TCLs were developed to provide guidance to state and local jurisdictions regarding their level of expectations of the missions that were expected to be fulfilled at the state and local level. The TCLs are, therefore, a valuable guide to developing state- and local-level response plans. The target capability lists for Animal Disease Emergency Support and Citizen Evacuation and Shelter-in-Place can be found respectively at:

[http://www.ema.ohio.gov/documents/pdfs/Target\\_Capabilities/TCL\\_Animal\\_Disease\\_May\\_2008.pdf](http://www.ema.ohio.gov/documents/pdfs/Target_Capabilities/TCL_Animal_Disease_May_2008.pdf)

[http://www.ema.ohio.gov/documents/pdfs/Target\\_Capabilities/TCL\\_Citizen\\_Evac\\_and\\_Shelter-in-Place\\_May\\_2008.pdf](http://www.ema.ohio.gov/documents/pdfs/Target_Capabilities/TCL_Citizen_Evac_and_Shelter-in-Place_May_2008.pdf)

This document and the County EOP Animal Health Emergency Response Annex planning template are outlined according to the plan structure that is used in the Ohio Emergency Operations Plan and the National Response Framework. That plan structure is based on the plan development format that was introduced in the State and Local Guidance 101 in 1999 and is organized according to the following sections:

1. Primary Agency and Support Agencies
2. Purpose
3. Situation
4. Assumptions
5. Concept of Operations
6. Organization and Assignment of Responsibilities
7. Resource Requirements

## POSITIONING YOUR DOCUMENT

An animal response plan that results from use of this guidance could be a stand-alone plan, an annex to a county/local emergency operations plan, or some other type of plan. Regardless of its intended use or audience, this guidance should be a valuable directive resource.

Plans that are developed using this Guidance should address all animal types, including companion animals (pets), service animals, livestock, poultry, and wildlife. Plans that are developed using this guidance should address all hazards, natural and man-made, including both animal disease response and response to animals in disasters. Animal disease and disaster response incidents can be large and small, and may be the result of “normal disasters” or catastrophic incidents. They may also be localized or wide-spread incidents.

As in all disaster response, response actions should be according to the following priorities: Preservation of Human Life, Scene Stabilization and Protection of Property. Animal response is a property consideration and no one’s life should be put at risk for the rescue of an animal during an emergency response operation.

## PRIMARY and SUPPORT AGENCIES

Organizations with responsibilities in an animal response plan will need to maintain organizational standard operating procedures (SOPs) and resource listings that document the notification listings, procedures, policies, equipment, supplies, and services available to them during disasters.

Each organization with responsibilities listed in a plan will also be responsible for maintaining records of expenditures for equipment, supplies, services, overtime costs and related expenses for response and recovery actions.

The agencies that are listed in your Plan and that will serve on your planning team will manage and coordinate, or assist in coordinating, local animal response activities. These agencies should use best management practices that may already be established by animal protection and support organizations, processes, and procedures. Responsibility for situation assessment and determination of resource needs in the event of a large-scale emergency lies primarily with the County Emergency Management Agency and/or the local incident commander. Depending upon the nature of the emergency, other partners that are listed above may assist these lead agencies.

When county resources and mutual aid agreements are insufficient, animal response assistance and resources such as food, medicine, shelter material, specialized personnel, and additional veterinary medical professionals, will be requested from the State of Ohio via processes outlined in the State of Ohio Emergency Operations Plan. If there is a need for State or Federal resources, the State Emergency Operations Center will coordinate your requests for assistance.

Animal response operations will be managed using the County Emergency Operations Plan and will follow NIMS guidelines. Public health concerns will be managed in accordance with appropriate County plans and procedures.

The following entities should be considered for inclusion on a local planning team and for inclusion in the Plan:

### **PRIMARY AGENCY**

It is suggested that the county Emergency Management and Homeland Security Agency (EM-HSA) be designated as the Plan's Primary Agency. The Primary Agency coordinates the response activities and missions of all agencies that have responsibilities on the Plan and reports on response activity throughout an incident.

Responsibilities: Coordinate support agencies to manage animal protection in emergencies. Activate the Emergency Operations Center, if necessary.

### **SUPPORT AGENCIES**

Support Agencies are those that have resources and/or capabilities that will allow them to carry out responsibilities that have been identified in the Plan. Agencies that do not have responsibilities in the Plan should not be listed as Support Agencies. Any of the Primary or Support Agencies that are identified in the Plan can serve as a Lead Agency. Lead Agencies "take the lead" in carrying-out Plan-related missions.

Possible support entities could include:

**Licensed Veterinarians** – Assist in providing information and direction with regard to the general health of animals within their expertise. Provide assistance with identifying needs of animals in shelter situations.

In accordance with clinic policies, provide trained personnel, equipment, and shelter as required to care for pets from evacuated citizens and in cases when established animal shelters are filled or destroyed. Provide medical care within their area of expertise.

**Local Health Department** – Provide services which address injuries/bites/diseases related to the protection of humans and animals. Provide public health services to minimize zoonotic disease outbreaks and other public health risks during an emergency.

**Local Animal Control** – Provide and coordinate personnel and equipment to collect, rescue and shelter stray or aggressive companion animals. Assist in identifying, surveying, and maintaining a list of small animal sheltering facilities and transportation as part of the Animal Response Team.

**County Humane Society** – Provide trained personnel (staff or volunteers) and equipment to assist in the protection of animals during an emergency, working in cooperation with local animal control.

**Local/County Wildlife Officers** – Provide trained personnel and equipment as required to protect sick and/or injured non-domestic animals. Coordinate measures to minimize damage and danger to wildlife, as appropriate. Provide technical assistance on issues related to licensed captive cervid facilities.

**Local/County Veterinary Medical Association** – Provide information on local veterinarians. Encourage their involvement in local animal emergencies and disasters.

**Local/County Farm Bureau** – Support State University Extension Office, if requested, in providing and identifying facilities, equipment, and trained personnel to assist in the transportation and housing of farm livestock in an emergency shelter situation.

**Local Animal Rescue Groups** – Provide trained volunteers and equipment to assist in the rescue and sheltering of animals during an emergency.

**Private Farms, Kennels, and Stables** – Provide shelter and supplies to care for displaced livestock and / or domesticated animals.

**Licensed Wild Animal Rehabilitators** – Provide housing and care to sick and/or injured non-domestic animals in cooperation with ODNR.

**Local American Red Cross Chapter** – Advise and work with the Team when planning locations for human shelters so that animal shelters can be co-located if possible. Advise

on general issues related to human care and sheltering which may be impacted by animal care facilities.

**County Engineer** – Assist in providing large land moving equipment, identification of properties and surface waters, and the disposal of large quantities of animal carcasses in coordination with ODA.

**Local Law Enforcement (Including police departments, sheriff's offices, etc.)** – Assist in enforcing animal quarantines, and the oversight of authorized animal response team personnel ingress and egress at the incident site.

**County Prosecutors** – Provide counsel on Animal Emergency Response Plan / Annex confidentiality boundaries in relation to Freedom of Information Act (FOIA) requests.

**Soil/Water District Office** – Assist in determination of appropriate burial sites for animal carcasses and incident effects on surface and groundwater in coordination with Federal and Ohio EPA.

**County Commodity Organizations** – Assist in providing or delivering common used animal items that may be stored by such organizations.

**County Extension Agency** – Assist in educational outreach, sample collection, laboratory coordination and other associated response activities in line with area of specialty.

**Dog Wardens** – Assist in search and rescue, including transportation, of companion animals as well as coordinating and possibly assisting in sheltering.

**Fire Department(s)** – Assist in site coordination of search and rescue.

## **NON-LOCAL AGENCIES AND PARTNERS THAT COULD ASSIST IN PLANNING AND RESPONSE**

**State Environmental Protection Agency** – Provide resources necessary for protection of environment and water quality related to animal carcass disposal and decomposition.

**Ohio State University Extension Office** – Assist in identifying and procuring additional resources, expertise, volunteers, personnel, equipment, and shelter as required to care for livestock and large companion animals during an emergency. Assist in identifying, surveying, and maintaining a list of large animal and equine sheltering facilities and transportation as part of the County Animal Response Team.

**Ohio Department of Agriculture - Animal Industry Division** – Assist in providing information and direction whenever possible with regard to the general health of animals. Responsible for enforcement of state regulations concerning animal health and the movements of animals affected by those regulations.

**U.S.D.A. Farm Service Agency- County Office** – Coordinates the activities of the USDA County Emergency Board which provides damage/loss assessment of local agricultural commodities; the USDA-CEB includes representatives of local USDA agencies.

**U.S. Forest Service for National Forest Areas** – Provide confinement facilities and equipment for displaced livestock in grazing areas.

**Environmental Protection Agency** – May assist in soil and water determinations, including sampling and testing in relation to carcass disposal and potable water issues.

**Ohio Department of Natural Resources** – Responsible for decisions made on wildlife within Ohio. May assist on wildlife euthanasia. Transportation of wildlife may occur in rare instances. Sheltering of wildlife is not normally available through this agency.

## PURPOSE

Your plan's Purpose section should discuss the jurisdiction's purpose for developing and maintaining an animal response plan and should reflect the jurisdiction's perspective.

## SCOPE

The Scope section of your Animal Response Plan should include statements that present the scope and limits of what is addressed in your plan. The scope section could include a discussion of:

1. The types of animals that are addressed in the plan – companion animals (pets), service animals, livestock, poultry, and wildlife.
2. The factors of animal disease that are addressed in the plan – prevention, surveillance, diagnosis, carcass disposal sites, etc. that are addressed.
3. The factors of animal response that are addressed in the plan – prevention, mitigation, rescue, sheltering, feeding, medical care, reunification, etc.
4. The types of disasters and incidents that are addressed in the plan.
5. The agencies, organizations and entities that are subject to the plan.
6. How levels of government/jurisdictions will inter-react.

## SITUATION

The Situation section of your plan should describe and discuss the “environment” in which your plan will operate. This could include discussions of demographics, hazards, risks, jurisdiction(s), activation, cooperation (MOUs), resources, and other factors that could affect emergency operations.

## ASSUMPTIONS

The purpose of the Assumptions section of your Animal Response Plan is to present statements that define factors that must be true for your plan to be valid. A classic example of an assumption statement would be, “Individuals and agencies that are assigned to this plan have the necessary training, experience and equipment to carry out their plan responsibilities.”

## ENABLING LEGISLATION

A section on enabling legislation that discusses the legal foundations that authorize your plan and enable the individuals, agencies and organizations to function in the interest of the citizens of your jurisdiction and as agents of the jurisdiction should be included in your plan.

## CONCEPT OF OPERATIONS

The Concept of Operations section of your plan should discuss what is going to be done (types of missions that will be carried out) by the individuals, agencies and organizations that are assigned to the plan directly in response to the purpose, situation and assumption sections of your plan.

This section should discuss the county’s activation system for situation assessment, and incident response and recovery. The county’s emergency operations activation protocols should also be addressed. Your Plan’s Concept of Operations section should be tied directly to your Plan’s Assignment of Responsibilities section, that is, there should be one-or-more assignments of responsibility to one-or-more agencies for each concept of operations statement in your Plan.

In general, your plan’s Concept of Operations section should address:

1. What will be done in all phases of animal response.
2. The resources that the jurisdiction will provide in the event of a threat to their agriculture industry.
3. A discussion of local specialized equipment, facilities, personnel that will be applied to animal response.
4. Emergency response organizations that are available for animal disease incident response.
5. The capabilities and limitations of available local response agencies.

The Concept of Operations section of your Animal Response Plan could address the following topics:

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|--|--|
| <input type="checkbox"/> Public Information            | <input type="checkbox"/> Appraisal and Compensation    |
| <input type="checkbox"/> Notification & Communications | <input type="checkbox"/> Indemnification and Appraisal |
| <input type="checkbox"/> Response                      | <input type="checkbox"/> Animal Euthanasia             |
| <input type="checkbox"/> Surveillance                  | <input type="checkbox"/> Animal Carcass Disposal       |

- |  |   |
|--|---|
| <input type="checkbox"/> Cleaning and Disinfection       | <input type="checkbox"/> Transportation           |
| <input type="checkbox"/> Decontamination                 | <input type="checkbox"/> Shelter Staff & Supplies |
| <input type="checkbox"/> Orientation and Training        | <input type="checkbox"/> Medical Assistance       |
| <input type="checkbox"/> Bio-Security Training           | <input type="checkbox"/> Search and Rescue        |
| <input type="checkbox"/> Law Enforcement                 | <input type="checkbox"/> Bites/Disease Control    |
| <input type="checkbox"/> Quarantine and Movement Control | <input type="checkbox"/> Wildlife                 |
| <input type="checkbox"/> Non-Emergency Medical Care      | <input type="checkbox"/> Veterinary Support       |
| <input type="checkbox"/> Animal Sheltering               | <input type="checkbox"/> Recovery                 |
| <input type="checkbox"/> Evacuation and Sheltering       | <input type="checkbox"/> Emergency Medical Care   |

## RESOURCE MANUAL

In addition to the creation of an animal response plan, it will be necessary to create a “Resource Manual” that lists the types of resources required in the event of an animal disaster, including available resources, where they are located, who maintains them, and any restrictions on their use. Jurisdictions will need to provide resources to identify and credential all incident responders.

## ASSIGNMENT OF RESPONSIBILITIES

In the previous concept of operations section, you identified what is going to be done (types of missions that will be carried out) by the individuals, agencies and organizations that are assigned to the plan directly in response to the purpose, situation and assumption sections of your plan. Your Plan’s assignments of responsibility must directly correspond to your Plan’s concept of operations section – that is, there must be one-or-more assignment(s) of responsibility for each point that is included in your concept of operations section.

The Assignment of Responsibilities Section will address each of your Plan’s concepts of operation and identify one-or-more individuals, agencies or organizations that will be tasked to have the responsibility to carry out missions in response to each of the concepts of operation.

Your Plan must be backed by agency-based standard operating procedures. For each assignment of responsibility in your Plan, there must be a corresponding standard operating procedure that is developed, maintained and trained at the agency level.

Only Agencies and Organizations that have assignments of responsibility in this plan should be listed at the front of this plan.

Your jurisdiction should draw resources from a number of sources, including:

1. Local emergency responders (fire, law enforcement, emergency medical services, local health departments, county engineer, county extension, etc.)
2. Private and volunteer organizations
3. Animal Industry producers and processors

The assignments of responsibility that are offered below are only suggestions. They need to be thought through and your jurisdiction's needs and situations must be considered before assigning responsibilities to any support agency.

Some of the headings and titles that are used below may or may not exist within your county. The list provides an overview of the key functions and procedures that local agencies may be expected to accomplish during an animal disaster. Agencies and organizations should be added or eliminated based on local needs.

It is not intended that the following assignment of responsibility language examples be used in their entirety as written, rather they are provided as a starting point for developing your Plan's assignment of responsibility section.

### **County Prosecutor**

1. Provide legal advice to local/county organizations concerning animal disease issues, including animal movement restrictions, quarantine orders, animal euthanasia and disposal, indemnification and human resource issues.
2. Provide a team of personnel to address legal challenges as needed.

### **County Purchasing Agent**

1. Assist in the identification of resource providers and purchasing supplies, equipment and services.
2. Provide logistical support for responders.
3. Coordinate with other local agencies as needed to assist in the movement and positioning of personnel and supplies.
4. Coordinate with State and Federal agencies for reimbursement from the federal government.

### **Local Health Department**

1. Coordinate with ODH if a zoonotic condition exists.
2. Support public information efforts throughout the emergency.
3. Support bio-security and personal protective equipment training.
4. Provide epidemiological support to ODH as requested during the emergency.
5. Provide personnel to assist in response and recovery operations as needed.
6. Provide Critical Incident Stress Debriefing (CISD) teams and related mental health teams and personnel to address the specific issues faced by animal owners, responders and members of communities affected by the consequences of animal disease.

### **County Department of Parks/Wildlife/Resource Management**

1. Provide surveillance for disease in domestic, companion, and wild animals.
2. Support public information efforts throughout the emergency.

3. Assist with bio-security and personal protective equipment training as requested for operations in the affected area based upon training
4. Support animal movement restrictions in the jurisdiction throughout the emergency.
5. Assist local law enforcement as requested.
6. Assist with euthanasia procedures for infected animals when state and other local resources are exhausted.
7. Assist with the disposal of infected animals and/or products.
8. Provide personnel to assist in response and recovery operations as needed.
9. Assist in evaluating disposal sites.

### **County Emergency Management Agency**

1. Support incident by providing coordination during animal disease assessment, response and recovery.
2. Support public information efforts throughout the emergency.
3. Coordinate the provision of bio-security and personal protective equipment training.
4. Assist in finding contractors for the disposal of animals and/or products.
5. Provide personnel to assist in assessment, response and recovery operations as needed.

### **Local Law Enforcement**

1. Provide law enforcement services and protection in quarantined areas and related sites during animal disease emergencies.
2. Provide bio-security and personal protective equipment training to personnel.
3. Assist with law enforcement support as requested.
4. Provide personnel to assist in response and recovery operations as needed.
5. If the event is not related to terrorism, coordinate with the Office of the Inspector General (OIG) for federal law enforcement support.
6. Provide local law enforcement throughout assessment, response and recovery.
7. Support public information efforts throughout the emergency.
8. Support animal movement restrictions and embargoes within the jurisdiction and at its borders throughout the emergency.

### **County Engineer's Office**

1. Assist in the movement of resources during animal disease emergencies.
2. Assist in the disposal of infected animals and/or products as appropriate.
3. Assist in cleaning and disinfecting premises and equipment by providing personnel and equipment.
4. Provide personnel and equipment to assist in response and recovery operations as needed.

### **County Environmental Health Department**

1. Provide advice with respect to the disposal of animals and/or products.
2. Support public information efforts throughout the emergency.

3. Assist in bio-security training and personal protective equipment for personnel at the site based upon training provided by ODA-AI and USDA-APHIS-VS.
4. Provide assistance in obtaining bio-security supplies.
5. Provide personnel to assist in response and recovery operations needed.

### **Licensed Veterinarians and Veterinary Technicians**

1. Provide veterinary personnel throughout the emergency (surveillance, euthanasia, quarantine).

### **County Extension Office**

1. Provide emergency public information to veterinarians and the public throughout the emergency in coordination with the county EOC.
2. Serve as representatives in local EOCs.
3. Provide bio-security and personal protective equipment training
4. Provide trainers and training for incoming volunteers.

### **Local Government (Mayor's office, Commissioners, elected officials, etc.)**

1. Support public information efforts throughout the emergency.
2. Support interagency operations.
3. Participate in briefings with the agency directors and media.

### **U. S. Department of Agriculture-County Farm Service Agency**

1. Coordinate financial assistance to owners affected by the emergency.
2. Provide office space and administrative support throughout the emergency.

### **Local Slaughtering Facilities/Rendering plants, etc.**

1. Determine local capabilities and coordinate with ODA-AI and the local EOC.
2. Assist in finding personnel and equipment for euthanasia.
3. Support public information efforts throughout the emergency.

### **Animal Response Teams (DART, CART, OVER, etc.)**

1. Provide personnel and equipment, as available, to assist in response and recovery operations.