

ANNEX 17

ESF-17 – ANIMAL/AGRICULTURE EMERGENCY RESPONSE

PRIMARY: Clemson University Livestock-Poultry Health

SUPPORT: Clemson University Regulatory and Public Service Programs; Clemson University Cooperative Extension Service; SC Association of Veterinarians; SC Animal Care and Control Association; SC Department of Agriculture; SC Department of Health and Environmental Control; Clemson Experiment Station; SC Department of Natural Resources; Wildlife and Freshwater Fisheries Division; SC Forestry Commission; SC Department of Labor, Licensing, and Regulation, Division of Professional and Occupational Licensing; SC Farm Bureau Federation; Charleston Animal Society

I. INTRODUCTION

- A. Assets, commodities and systems that describe “animal/agriculture” include the following:
- Pets and service animals accompanying people affected by disasters
 - Animals at-large separated from their owners in disasters
 - Livestock and poultry species
 - Plants, crops and horticulture
 - Agricultural chemicals such as fertilizers and pesticides
 - Food products from animal sources (includes meat, poultry, and dairy)
 - Some native or free-ranging wildlife animal species
 - Some exotic animal species
- B. Any emergency event in South Carolina could adversely affect the multi-billion dollar agricultural, livestock, poultry, plant and crop industries in the state. Substantial damage to animal and plant production would have significant and long-lasting negative impacts on the State’s economy through disruption of food supply, trade, and tourism. In addition, public health may be affected by animal diseases that affect humans (zoonotic) and some food safety issues.
- C. With more than 60% of households owning at least one pet as well as significant number of horses in every county, the safety and well-being of the public in natural disasters can be related to animal ownership. Surveys have shown that some people are hesitant to evacuate their homes during emergency events or to leave their animals behind due to concerns for the safety of these animals, thus endangering themselves and possibly disrupting the work of first responders in affected areas.
- D. Disruptions of the landscape may lead to substantial numbers of displaced, at-large animals, some of which may be considered dangerous or may hamper response efforts.

II. PURPOSE

Provide for coordination of resources needed to minimize losses for animal and agriculture-related issues in disasters.

III. CONCEPT OF OPERATIONS

- A. Clemson University Livestock-Poultry Health (CULPH) is the lead agency responsible for coordination of all ESF-17 administrative, management, planning, training, preparedness, mitigation, response, and recovery activities to include developing, coordinating, and maintaining the ESF-17 SOP.
- B. ESF-17 support agencies will assist CULPH in the planning and execution of the above.
- C. ESF-17 agencies, organizations, and individuals will operate under their respective mandated Federal, State, or organizational regulations and will maintain complete administrative and financial control over their activities.
- D. ESF-17 agencies will coordinate with other ESFs and appropriate parties as necessary to provide assistance throughout the State in emergency events.
- E. The State Emergency Response Team (SERT) is the Point of Contact (POC) for all requests for animal-agricultural emergency response.
 - 1. Upon activation in emergencies, staff from CULPH and other ESF-17 support agencies will staff the State Emergency Operations Center (SEOC) as members of the SERT.
 - 2. In some cases SERT members may coordinate resources from their home offices via the WebEOC/EMCOP interface.
- F. Resources
 - 1. Animal owners and agricultural business owners are responsible for their own disaster planning and resources. However, since disasters often present challenges that surpass even the best preparedness plans, back up resources may be needed to assist. Resources for emergencies related to animal/agricultural assets exist to varying degrees in SC counties and shortfalls are common.
 - 2. ESF-17 can be requested to coordinate assistance in pre-event development of local resources. If counties' resources are overwhelmed during an emergency event and help is requested through the SEOC, ESF-17 will coordinate the assessment of the situation and, in coordination with and support of local emergency management officials, develop strategies to respond to the emergency. These strategies may include the coordination of resources.

3. Resources will be coordinated from known sources inside or outside the State. Examples of resources that may be requested are:
 - Resources to assist people with pets and service animals with evacuation and mass care options, such as “Pet friendly” motels and hotels, pet boarding facilities, and locations for temporary, emergency animal shelter or stable sites
 - Transportation vendors and pet carriers for transportation challenged people who evacuate with pets and service animals
 - Experienced personnel to assist people with pets and service animals at community evacuation reception centers, Points Of Embarkation (POE), and Points Of Debarkation (POD)
 - Personnel for staffing and security at temporary animal shelter or stable sites
 - Supplies for temporary, emergency animal shelters to include food as well as log-in and animal tracking equipment (cameras, computers, printers, and internet capability)
 - Qualified and trained personnel, equipment and vehicles to safely capture, contain and transport animals-at large (both small animals and large animals)
 - Humane care to stranded livestock and poultry species
 - Licensed veterinarians and veterinary technicians, trained veterinary assistants, equipment, and pharmaceuticals to administer veterinary medical care to animals affected by the disaster (some may be in possession of their owners, others may be separated from owners)
 - Personnel to assist owners of exotic animals in emergencies (this is expected to be a limited resource and may not always be available)
 - Trained responders to assist state regulatory officials with animal or plant disease or food safety issues.

IV. ESF ACTIONS

A. Preparedness

1. Maintain programs and plans to protect State animal, crop, horticulture, forestry and food production industries as well as agricultural chemical use.
2. Prepare and disseminate educational materials to assist agricultural business owners and animal owners with development of their individual emergency plans.

3. Identify, train and assign personnel to staff, maintain contact with, document costs and volunteer hours, and coordinate missions in support of ESF-17 during periods of activation.
4. Develop an inventory of resources for back-up support to assist animal owners, when necessary, in protecting and caring for their animals during and after disasters. These resources may include the following:
 - Possible locations for temporary, emergency, animal shelter sites and stable sites.
 - Volunteers (licensed veterinarians and veterinary technicians, veterinary assistants, pre-designated animal humane groups) who can assist in emergency events.
 - Qualified animal handlers (such as Large Animal Rescue Teams and Animal Control Officers) who can assist with animal search and rescue, capture, transport and shelter.
5. Collaborate with other ESFs, Federal partners and other appropriate parties, as necessary, to develop plans and operating procedures to prepare to provide assistance throughout the state in emergency events.
6. Assist county emergency management with organization and planning related to local resources for animal-agricultural issues. Share current knowledge about resource and training opportunities as available.
7. Participate at least annually in State exercises and/or conduct an exercise to validate this Annex and supporting SOPs.

B. Response

1. Staff the SEOC when activated.
2. Coordinate the State's eradication and control activities in an animal disease event or plant disease/pest event.
3. Coordinate resources to support requests for assistance with animal, plant, and/or public health and agricultural issues during the disaster event. These could be resources needed to protect the State animal, crop, horticulture, forestry and food production industries as well as agricultural chemical use to protect public health.
4. Assist ESF-15 (Public Information) with the development and/or dissemination of public service information regarding animal and agricultural issues during the event.
5. Coordinate damage assessment and resource utilization during the event and incorporate this information into daily situation reports at SEOC.

6. Maintain records of expenditures, resources used and services provided during the event. Compile available event-related data and submit to SCEMD to assist with production of final event-related reports. This will include records of event-related expenditures and volunteer hours.
7. Provide ESF-17 representation on the Recovery Task Force.

C. Recovery

1. Complete all State eradication and control activities in an animal disease event or plant disease/pest event.
2. Support priorities identified by the SC Recovery Task Force.
3. Compile final event-related data.
4. Assist with demobilization of resources used during the event

D. Mitigation

1. Support and plan for mitigation measures including monitoring and updating mitigation actions in the State Hazard Mitigation Plan.
2. Review, evaluate and comment on proposed State Hazard Mitigation Plan amendments, upon initiation and within review.
3. Support requests and directives from the Governor and/or FEMA concerning mitigation and/or re-development activities.
4. Document matters for inclusion in agency or State/Federal briefings, situation reports and action plans.

V. RESPONSIBILITIES

A. General

1. Be familiar with the National Response Framework and the corresponding Federal Emergency Management Agency (FEMA) Annex with Federal counterpart concepts, actions and responsibilities. This familiarization will include but not be limited to the structure, organization, functions and responsibilities of the Incident Management Assist Teams (IMAT), and the Joint Field Office (JFO).
2. Operate under each ESF-17 agency or organization's respective mandated Federal, State or organizational regulations and maintenance of administrative and financial control. Each agency or organization will

maintain records of all event-related activities, expenditures and volunteer hours which will be submitted as needed to complete final event reports.

3. Develop agreements such as Memorandums of Understanding (MOU) or Memorandums of Agreement (MOA) with appropriate groups as needed.
4. Develop daily reports such as Incident Action Plans and Situation Reports during the event which will be submitted to SCEMD.
5. Support mitigation operations as outlined in Annex-14 (Recovery and Mitigation).

B. Clemson University Livestock-Poultry Health

1. Preparedness

- a. Maintain regulatory programs and plans to protect the health of livestock and poultry and the food supply. These include:
 - Animal disease surveillance, prevention and protection, including animal disease traceability
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 - Veterinary diagnostic laboratory testing
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 - Response actions to control and/or eradicate animal diseases (including zoonotic disease)
 - Inspection and regulatory programs for meat and poultry processing facilities, consistent with legal authority and agency mission.
- b. Collaborate with other ESF-17 agencies and organizations, other ESFs, Federal partners and other appropriate parties, as necessary, to develop plans and operating procedures to prepare to provide assistance throughout the State in emergency events for animal/agriculture issues in disasters.
- c. Collaborate with other ESF-17 agencies and organizations to prepare and disseminate informational materials to assist agricultural business owners and animal owners with development of their individual emergency plans.
- d. Assist County Emergency Management with organization and planning related to local resources for animal-agriculture related issues. Share current knowledge about resource and training opportunities as available.

- e. Identify personnel from ESF-17 agencies and organizations to staff the SEOC as members of the SERT.
 - f. Establish and maintain a system for notification and staffing of SERT members.
2. Response
- a. Staff the SEOC as directed.
 - b. Notify support agencies and organizations about operating conditions and activation status and scheduling.
 - c. Coordinate the management of all State eradication and control activities for an animal disease emergency event.
 - d. Collaborate with other food regulatory agencies in management of meat-poultry food safety issues. Activities include implementing programs and plans to protect State animal product food production industries.
 - e. Coordinate resources to support requests for assistance with animal/agricultural issues during the disaster event.
 - f. Coordinate requests for outside resources which may include veterinary medical assistance teams, pre-designated humane organizations, and other appropriate qualified responders, including their integration into the ongoing State response effort.
 - g. Coordinate with other ESFs, Federal agencies and all other appropriate parties as necessary to provide assistance throughout the State in emergency events.
 - h. Coordinate information about damage assessment and resource utilization during the event and incorporate this information into daily situation reports at the SEOC.
 - i. Provide updates of event activities to animal/agricultural stakeholders outside of the SEOC.
3. Recovery
- a. In an animal disease event, complete all State animal disease eradication and control activities to include fulfilling surveillance activities to return to “free” state to resume trade.

- b. Collaborate with other food regulatory agencies to complete activities related to management of meat-poultry food safety issues.
 - c. Assist with demobilization of resources used in the event.
 - d. Support priorities identified by the SC Recovery Task Force
 - e. Assist with recovery efforts in impacted areas when available.
 - f. Compile available event-related data and submit to SCEMD to assist with production of final event-related reports.
- C. Clemson University Regulatory and Public Service Programs (RPSP)
1. Preparedness
 - a. Identify and assign personnel to coordinate missions in support of ESF-17 during periods of activation.
 - b. Maintain regulatory programs and plans to protect plant health and security and regulatory programs to ensure the safe use of agricultural chemicals. Activities include the following:
 - Surveillance for plant diseases and pests of concern
 - Plant diagnostic laboratory testing
 - Response actions to control and/or eradicate plant diseases and pests
 - c. Prepare and disseminate educational materials to assist agricultural producers, horticulture businesses, agricultural chemical dealers, and distributors with development of their individual emergency plans.
 - d. Collaborate with other ESFs, Federal partners and other appropriate parties, as necessary, to develop plans and operating procedures to prepare to provide assistance throughout the state in emergency events.
 2. Response
 - a. Assist with staffing of ESF-17 SERT when requested.
 - b. Manage state eradication and control activities for a plant disease or pest event.
 - c. Coordinate resources needed to support requests for assistance with plant and agricultural chemical issues during a disaster event. These

could be resources needed to protect state crop and horticulture industries as well as agricultural chemical use to protect public health.

- d. Coordinate information about damage assessment and resource utilization for issues related to plants and agricultural chemicals and incorporate this information into daily situation reports at the SEOC.

3. Recovery

- a. Complete state eradication and control activities in a plant disease or pest emergency event.
- b. Assist with demobilization of resources used in the event.
- c. Compile event-related data regarding plants and agricultural chemicals to assist with production of final event-related reports.
- d. Support priorities identified by the SC Recovery Task Force.

D. Clemson University Cooperative Extension Service

1. Preparedness

- a. Develop and deliver educational programs and informational materials to assist the public at county and community levels regarding best practices and disaster planning and regarding all aspects of agriculture, natural resources, food safety nutrition, and community economic development and resilience.
- b. Assist with planning for state animal/agriculture emergency response.

2. Response

- a. Assist with staffing of ESF-17 SERT at the SEOC when requested.
- b. Assist with animal-agricultural damage assessment at the county level. This may include participation in assessment teams as well as submission of formal reports to authorized individuals/agencies and submission of informal reports to ESF-17 at the SEOC.
- c. Assist with response issues related to livestock and poultry, plants/crops, agricultural chemicals, and food safety/nutrition, water safety, natural resources, and community resilience, as available.

3. Recovery

- a. Complete animal-agricultural damage assessment activities as needed.
- b. Assist with recovery issues related to livestock and poultry, plants/crops, agricultural chemicals, food safety/nutrition, water safety, natural resources, and community resilience, as needed.

E. SC Association of Veterinarians

1. Preparedness

- a. Assist with state planning for animal emergency response, as available.
- b. Develop and distribute informational materials to assist animal owners with development of their individual emergency plans.
- c. Develop and maintain a database of interested volunteers (veterinarians, veterinary technicians, veterinary assistants, practice managers) who may assist at the local or state-level in planning preparedness, response and recovery activities for animal care in emergency events. When resources are available, assist with provision of training opportunities for these volunteers.

2. Response

- a. Coordinate resources for requests for veterinary medical care.
- b. Provide disaster veterinary medical care for affected animals during the event while maintaining the security and safety of pharmaceuticals administered to animals during the event.
- c. Assess damage to veterinary businesses in affected areas.
- d. Coordinate information about damage assessment of veterinary facilities as well as resource utilization for veterinary medical care of affected animals during the event, and incorporate this information into daily situation reports at the SEOC.

3. Recovery

- a. Assist with demobilization of resources used in the event.
- b. Assist with recovery efforts for veterinary businesses in affected areas, if available.
- c. Compile event-related data regarding veterinary medical care of affected animals to assist with production of final event reports.

F. SC Animal Care and Control Association

1. Assist with state planning for animal emergency response, as available.
2. Assist, as available, with coordination of emergency response measures and resources for animals affected during emergency events. Such measures may include:
 - Animal rescue/capture and containment
 - Transportation
 - Assistance (such as guidance, staffing, assisting with provision of supplies) at temporary, emergency animal shelters
 - Use of available systems for pet lost-and-found to reunite animals with owners
 - Where possible and when available, SCACCA may also assist with coordination of resources for city- and county-based animal shelters with event-related needs.

G. South Carolina Department of Agriculture

1. Preparedness
 - a. Maintain inspection and regulation programs and plans for agricultural commodities. These include the following:
 - Programs for food production and distribution facilities
 - Laboratory analysis for forage crops, hay, feeds and pet food.
 - b. Assist with planning at the local and state level for emergency response issues for horses, as available.
 - c. Develop and maintain an inventory of possible emergency stable sites.
2. Response
 - a. Coordinate resources needed for requests concerning inspection and regulation programs for agricultural commodities.
 - b. Collaborate with other food regulatory agencies in management of food safety issues.

- c. Assist with coordination of resources needed for requests to assist horse owners.
 - 3. Recovery
 - a. Assist with demobilization of resources utilized in the event.
 - b. Assist with recovery efforts for agricultural businesses in affected areas.
 - c. Assist with recovery efforts for horse owners.
- H. SC Department of Health and Environmental Control
 - 1. General
 - a. Provide public health guidelines.
 - b. Provide consultation and coordinate response on animal-agriculture issues which impact public health (e.g., disease outbreak, bio-terrorist attack, waste and animal carcass disposal, etc.).
 - c. Assist with coordination of pertinent public service information to be released through SCEMD.
 - 2. Office of Public Health Preparedness
 - Coordinate dissemination of information regarding public health related to animal, plant and food issues.
 - 3. Office of Environmental Affairs
 - a. Provide technical assistance for dairy products and producer support, and sampling.
 - b. Provide technical assistance for food protection activities.
 - c. Provide technical assistance for agricultural waste and animal carcass disposal.
 - 4. Disease Control
 - a. Provide epidemiology and public health support.
 - b. Assist in the prevention, and control of zoonotic diseases of public health significance.

- c. Provide guidance in the proper techniques and procedures to adequately protect ESF-17 responders from infectious human and zoonotic diseases.
 - 5. Bureau of Laboratories – Assist in the diagnosis of zoonotic diseases of public health significance.
 - I. Clemson Experiment Station
 - 1. Preparedness
 - a. Develop fact sheets and action plans affecting plant and animal food production to release to appropriate audiences in emergency events affecting agriculture.
 - b. Develop a list of subject matter experts with contact information.
 - c. Prepare informational items relative to current and potential issues affecting plant and animal food production for distribution as needed.
 - 2. Response and Recovery
 - Release informational items to appropriate audiences as needed to assist response and recovery activities related to agriculture.
 - J. SC Department of Natural Resources, Wildlife and Fresh Water Fisheries Division
 - 1. Develop plans to respond to emergency events which could include or affect native or free-ranging wildlife species, including the outbreak of a highly contagious animal or zoonotic disease.
 - 2. Coordinate resources needed to provide native or free-ranging wildlife species support within agency policy and statutory guidelines.
 - 3. Coordinate resources for limited assistance, if available, for issues related to zoo animals and exotic animals.
 - K. SC Forestry Commission
 - 1. Preparedness
 - a. Develop and maintain programs and plans for the protection of the state's forests and forestry industries. Identify and maintain lists of volunteers from private organizations to be trained as first responders.

- b. Develop public service announcements for forestry disaster planning and safety.
 - 2. Response
 - a. Coordinate resources needed for forestry issues during the event.
 - b. Coordinate forest assessment and provide to SCEMD for inclusion into situation reports.
 - 3. Recovery
 - a. Coordinate salvage programs for forest products damaged by disease and pests or other disaster.
 - b. Collaborate with RPSP and SCEMD to make declaration of containment of forest diseases and pests after the emergency situation is contained.
- L. SC Department of Labor, Licensing, and Regulation, Division of Professional and Occupational Licensing

Assist, only as authorized by the Board of Veterinary Medical Examiners, and in accordance with the provisions of the Veterinary Practice Act, with the temporary licensing of veterinarians and veterinary technicians who are invited to assist in a declared disaster response.
- M. SC Farm Bureau Federation

Coordinate with County Emergency Management to provide information, volunteers and equipment, as available, to assist with agricultural damage assessment, response and recovery missions at county, regional and State levels.
- N. Charleston Animal Society

When requested, if available, and based on capacity to respond, responsibilities are as follows:

 - 1. Preparedness

Assist with training of county volunteers and staff regarding plans for coastal evacuation of people with pets.
 - 2. Response
 - a. Assist with staging efforts for coastal evacuation of people with their pets.

- b. Assist with the transfer of resident shelter animals from affected areas. This would include assisting with issuance of health certificates for those animals identified to be transferred across state lines.
 - c. Assist with provision of veterinary support (such as medical rounds) in pet shelters and determine what animals need to be referred for veterinary treatment.
3. Recovery
- Assist with recovery efforts for pet evacuation and shelter activities.

VI. FEDERAL ASSISTANCE

- A. This Annex has no direct counterpart in the National Response Framework (NRF) but aligns with Federal ESF-11 (Agriculture and Natural Resources).
- B. The United States Department of Agriculture (USDA) Animal Plant Health Inspection Service (APHIS) is the coordinating agency for Federal ESF-11. USDA APHIS agencies that may provide assistance include the following:
 - Veterinary Services (VS)
 - Wildlife Services (WS)
 - Animal Care (AC)
 - Plant Protection and Quarantine (PPQ)
- C. Other USDA agencies not under APHIS from which help may be requested include the following:
 - Food Safety Inspection Service (FSIS)
 - Natural Resource Conservation Service (NRCS)
 - Farm Service Agency (FSA)
 - Rural Development (RD)
 - USDA Forest Service (USFS)
- D. Other Federal ESFs through which assistance may be requested for animal/agriculture emergency response and recovery issues include:
 - ESF-3 (Public Works and Engineering)
 - ESF-8 (Public Health and Medical Services)
 - ESF-10 (Oil and Hazardous Materials)

- ESF-14 (Long-Term Community Recovery)
- E. Support may be available from Federal ESF representatives in the JFO or from other FEMA groups related to the FEMA Region IV Regional Resource Coordinating Center (RRCC) Atlanta. APHIS provides a full-time ESF-11 Coordinator for Region IV.
- D. APHIS Veterinary Services (VS) provides an Emergency Coordinator who serves a VS district that includes South Carolina.