



# **ESF 17 – Agriculture and Animal Protection**

*(Working Draft: Last updated January 2017)*

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ESF 17 Tasked Agencies	
<b>Primary County Agency</b>	Clackamas County Disaster Management (CCDM)
<b>Supporting County Agency</b>	Department of Transportation and Development (Dog Services) Business & Community Services
<b>Community Partners</b>	Extension Office
<b>State Agency</b>	Oregon Department of Agriculture
<b>Federal Agency</b>	U.S. Department of Agriculture
*See Section 3 for more information about Tasked Agencies.	

## 1 Introduction

### 1.1 Purpose

Emergency Support Function (ESF) 17 describes how the County will coordinate an effective and humane response involving animal and agricultural issues, and work to protect the County's natural resources.

### 1.2 Scope

Activities encompassed within the scope of ESF 17 include:

- Continually conduct public health surveillance activities of zoonotic diseases and vectors.
- Respond to public health emergencies resulting from the introduction of a novel and/or drug-resistant pathogen into the human population.
- Implement County response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, an outbreak of a highly infective exotic plant disease, or an economically devastating pest infestation.
- Issue and enforce animal disease quarantines.
- Remove and dispose of animal carcasses.
- Release information to the public about quarantine requirements and areas, rabies alerts, and other animal-related issues.
- Ensure that animal/veterinary/wildlife issues during a disaster are supported, including:
  - Capture/rescue of animals that have escaped confinement or been displaced from their natural habitat.
  - Provision of emergency care to injured animals.
  - Provision of humane care, handling, and sheltering to animals (including service animals and pets [in coordination with ESF 6 – Mass Care], and livestock).
- Protect the County's natural resources from the impacts of a disaster.

Addressing the human health risks associated with animal and plant disease is addressed in ESF 8 – Health and Medical.

### 1.3 Policies and Authorities

The Oregon Department of Agriculture (ODA), in accordance with Oregon State law, specifically Oregon Revised Statutes, Chapter 596 (Disease Control Generally) and Oregon Administrative Rules 603 Division 11, has the authority to:

- Declare an animal health emergency.
- Impose restrictions on importations of animals, articles, and means of conveyance.
- Quarantine animals, herds/flocks, parts of the State, and the entire State; create quarantine and isolation areas.
- Stop the movement of animals.
- Require the destruction of animals, animal products, and materials.
- Specify the method for destruction and disposal of animals, products, and materials.
- Indemnify owners for animals destroyed.
- Employ deputy state veterinarians and livestock inspectors.

Farm Service Agency (FSA) programs are administered through the U.S. Department of Agriculture (USDA) and are subsequently activated by the U.S. Secretary of Agriculture in support of a natural hazard event, such as drought. These include:

- Noninsured Assistance Program
- Emergency Conservation Program
- Emergency Conservation Reserve Program Haying and Grazing Assistance
- Emergency loans

Not all FSA programs require a disaster declaration prior to activation.

The FSA has local offices throughout the State, including in Oregon City, that are often co-located with the Natural Resources Conservation Service and/or the local soil and water conservation district office. More information about programs administered by the FSA can be accessed via the following website: <http://disaster.fsa.usda.gov/fsa.asp>

## 2 Situation and Assumptions

### 2.1 Situation

Oregon is faced with a number of hazards that may result in impacts to agriculture or the State's natural resources, as well as potentially impacting animals. Considerations that should be taken into account when planning for and implementing ESF 17 activities include:

- Numerous plant and animal diseases exist that could impact communities through natural, accidental, or intentional introduction.
- Drought and other severe weather may impact agriculture and animals throughout the County.
- Communities may have significant numbers of animals, ranging from household pets to commercial livestock operations. The vulnerability of these animals during disasters or emergencies can have impacts at both individual and commercial levels, with the potential for long-range effects on the local and state economy.

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- An emergency may cause or be caused by the spread of a contagious disease through the food and water supply systems or from animals to people.
- Some animal diseases are very contagious (such as foot and mouth disease) and would be very difficult to identify, isolate, control, and eradicate. In addition, many agents are zoonotic, affecting both animals and people.
- Some plant diseases are highly infectious to other plants and can be very difficult to identify, isolate, control, and eradicate.
- Any displacement or evacuation of people from their homes may cause household pets and livestock to be placed at risk for food, shelter, and care. Local general population shelters are likely inadequately prepared for pets or livestock.
- The Department of State Lands (DSL) manages over 4.0 million acres of agricultural, grazing, forest, estuaries and tidelands, offshore lands and submerged and submersible lands of the state's navigable waterways including the territorial sea. Approximately 106,500 acres of forestland is part of the common school lands overseen by the State Land Board and DSL. DSL's Asset Management Plan identifies most forestland as a core real estate asset of the Common School Fund.

**2.2 Assumptions**

ESF 17 is based on the following planning assumptions:

- The owners of pets and livestock, when notified of an impending emergency, will take reasonable steps to shelter and protect their animals.
- Livestock, wildlife, birds, and crops may be affected by a disease or insect outbreak. Plants and animals may die of such an outbreak or need to be destroyed/depopulated.
- Agricultural production capability and/or value may become severely limited. This could greatly impact the economic stability and viability of a community or region.
- The time between the reporting of a disease and its identification as an emergency is critical. A highly contagious disease could spread rapidly through a region via vectors, markets, product movement, and fomites (people, vehicles, etc.).
- A community's resources would be rapidly depleted if the outbreak involved multiple facilities or large areas.
- Aggressive and proactive actions by local, state, and (possibly) federal authorities will be required in order to stop a highly contagious disease.
- Some land owners, individuals, or groups may strenuously object to depopulation of animals or destruction of plants. Some people may not consider the threat of the disease spread valid and may take actions counterproductive to control and eradication efforts.
- First responders may not be familiar with the special conditions of an animal or plant health emergency. These include quarantine, isolation, security and bio-security precautions, personal protective equipment, decontamination, etc.
- Volunteers will want to help and can make a significant contribution to response efforts.

**3 Roles and Responsibilities of Tasked Agencies**

The County has identified primary and supporting agencies and community partners to ensure ESF-related activities are performed in an efficient and effective manner during all phases of the emergency management cycle. This document does not relieve tasked agencies of the

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responsibility for emergency planning, and agency plans should adequately provide for the capability to implement their assigned tasks.

- **Primary County Agency(s)** – County agency(s) may be assigned as the primary agency based on the agency’s responsibilities, authority, functional expertise, resources, and capabilities in managing incident activities. Primary agencies may not be responsible for all elements of a function, and will work with supporting agencies to manage capabilities and resources to support ESF-related activities.
- **Supporting County Agency(s)** - County agency(s) may be assigned as supporting if they may have a substantial support role during incidents based on their capabilities and resources.
- **Community Partners** – May be assigned tasks if they meet one or more of the following criteria: the organization’s self-defined mission includes emergency response (e.g. disaster relief nonprofit organizations); the organization receives formalized tasking by governmental agencies (e.g., American Red Cross); the entity’s jurisdictional authority, or the entity’s resources and capabilities.

Roles and responsibilities for state and federal agencies are identified in the State of Oregon Emergency Operations Plan (EOP) and National Response Framework, respectively.

*See Appendix B for a checklist of responsibilities for tasked agencies by phase of emergency management.*

## **4 Concept of Operations**

### **4.1 General**

All ESF 17-related activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

- In accordance with the Basic Plan and this ESF Annex, CCDM is responsible for coordinating ESF 17-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.
- CCDM and County departments and organizations will coordinate and/or provide the agriculture and natural resources services they are equipped to and then coordinate with other emergency response partners, especially the ODA and USDA, for emergencies that affect the local agricultural food supply, animal and plant health, and the well-being of animals in the County.
- The County Emergency Operations Center (EOC) will provide guidance for the coordination of agriculture and animal protection resources.

### **4.2 EOC Activation**

When a disaster occurs, the CCDM may, based on the size and complexity of the incident, activate the County EOC and assume the role of EOC Manager. The EOC Manager will establish communications with leadership and gather situational information to determine an EOC staffing plan and set up operational periods.



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Notification will be made to the Primary County Agencies listed in this ESF. The Primary County Agencies will coordinate with Supporting County Agencies to assess and report current capabilities to the EOC and activate Departmental Operations Centers as appropriate. Primary and Supporting County agencies may be requested to send a representative to staff the EOC and facilitate ESF 17-related activities.

**4.3 EOC Operation**

When ESF 17-related activities are staffed in the EOC, the CCDM representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to agriculture and animal protection.
- Share situation status updates related to agriculture and animal protection to inform development of the Situation Report.
- Participate in, and provide ESF 17-specific reports for, EOC briefings.
- Assist in development and communication of ESF 17-related actions to tasked agencies.
- Monitor ongoing ESF 17-related actions.
- Share ESF 17-related information with the Public Information Officer to ensure consistent public messaging.
- Coordinate ESF 17-related staffing to ensure the function can be staffed across operational periods.

**4.4 Disabilities, and Access and Functional Needs**

Provision of ESF 17-related activities will take into account populations with disabilities, and access and functional needs (DAFN). The needs of children and adults who experience disabilities and others who experience access and functional needs shall be identified and planned for as directed by policy makers and according to state and federal regulations and guidance.

**4.5 Agricultural Food Supply**

CCDM will coordinate with its emergency response partners regarding the safety and viability of locally grown food (including items grown in private gardens) potentially affected by an emergency (such as drought, flooding, an agro-terrorism act involving hazardous or radioactive materials, etc.). This will entail coordinating with the ODA, USDA, County Health, Housing, and Human Services Department (H3S), and others regarding the safety of the local food supply and, for a national emergency, the safety of the national food supply, in order to inform and protect persons in the County.

**4.6 Animal and Plant Diseases and Health**

Domestic animals, wild animals, and plants, including forests, could be vulnerable to the spread of animal or plant diseases. Important elements to consider include the identification and control of animal and plant diseases as a primary or cascading emergency; isolation or quarantine of animals; and the disposition of animals killed by the emergency or required to be destroyed as a

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result of the emergency. Clackamas County Community Health will coordinate with appropriate partners to manage the diseases as they relate to human infection.

CCDM and H3S will coordinate with emergency response partners for related information and services. H3S, with support from the Oregon Health Authority, Public Health Division, will be the principal point of contact for an outbreak of a highly infectious/contagious animal or zoonotic (capable of being transmitted from animals to people) disease posing potential impacts to human health.

**4.7 Care and Assistance for Animals**

The County recognizes that care and concern for domestic animals might delay and affect emergency actions necessary for the well-being of humans. Animals in Disasters planning should address care and assistance for livestock, household pets, other domestic animals that are not household pets (e.g., horses), and wild animals affected by an emergency. This includes concerns such as sheltering them, evacuating them, and aiding injured or displaced animals. The County will coordinate with local emergency response partners to accomplish this, including the County Disaster Management office (which might open animal evacuation shelters, for instance, at a local school), local veterinarians, the ODA (for livestock and other domestic animals that are not pets), and the Oregon Department of Fish and Wildlife (for wild animals).

Residents of the County have the primary responsibility for the health and welfare of their livestock, household pets, and other domestic animals and will be encouraged to provide for their care in an emergency, to the extent possible. This is best handled by public information campaigns as part of emergency preparedness.

*Additional information is provided in SA 3 – Animals in Disaster.*

**4.8 Natural and Cultural Resources and Historic Properties**

Local soil and water conservation districts and other State and Federal organizations will take the lead in assessing threats to natural resources from an emergency including water quality, air quality, forest land, fishing, wildlife, soil quality, etc. The County will coordinate with the State Historic Preservation Office and others regarding impacts to cultural resources and historic properties owned or managed by the County.

Important emergency response entities will include County and State Forestry Departments, local soil and water conservation districts, the Oregon Department of Environmental Quality, Oregon Department of Fish and Wildlife, and tribal organizations.

**4.9 Coordination with Other ESFs**

The following ESFs support ESF 17-related activities:

- **ESF 3 – Public Works.** Protect the state's historical structures.
- **ESF 6 – Mass Care.** Coordinate shelter operations for persons with service animals.
- **ESF 8 – Health and Medical.** Assist in zoonotic disease surveillance and response; regulate food safety at restaurants.
- **ESF 10 – Hazardous Materials.** Coordinate cleanup of hazardous materials incidents that impact the State's natural resources.

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- **ESF 11 – Food and Water.** Assess the status of the state’s food supply; coordinate food and water resources for animal shelter operations.
- **ESF 15 – Volunteers and Donations.** Coordinate volunteers and donated goods to support animal shelter operations.
- **ESF 16 – Law Enforcement.** Support enforcement of animal quarantine measures.

**5 Direction and Control**

Command and control will be exercised as provided in the Basic Plan of the Clackamas County EOP.

**6 ESF Annex Development and Maintenance**

CCDM will be responsible for coordinating regular review and maintenance of this annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

**7 Appendices**

- Appendix A – ESF 17 Resources
- Appendix B – ESF 17 Responsibilities by Phase of Emergency Management
- Appendix C – ESF 17 Representative Checklist

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**ESF 17. Agriculture and Animal Protection****Appendix A      ESF 17 Resources**

The following resources provide additional information regarding ESF 17 and agriculture and animal protection related issues at the local, state, and federal level:

**County**

- None at this time.

**State**

- Emergency Operations Plan
- ESF 17 – Agriculture and Animal Protection
- Oregon Animal Disease Emergency Management Plan

**Federal**

- National Response Framework
- ESF 11 – Agriculture and Natural Resources

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**Appendix B      ESF 17 Responsibilities by Phase of Emergency Management**

The following checklist identifies key roles and responsibilities for ESF 17 – Agriculture and Animal Protection. It is broken out by phase of emergency management to inform tasked agencies of what activities they might be expected to perform before, during, and after an emergency to support the volunteers and donations function. All tasked agencies should maintain agency-specific plans and procedures that allow for them to effectively accomplish these tasks.

**Preparedness**

Preparedness activities take place before an emergency occurs and include plans or preparations made to save lives and to help response and recovery operations. Preparedness roles and responsibilities for ESF 17 include:

**All Tasked Agencies**

- ☐ Develop operational plans for ESF 17 activities.
- ☐ Participate in ESF 17 related trainings and exercises as appropriate.

**CCDM**

- ☐ Coordinate regular review and update of the ESF 18 annex with supporting agencies.
- ☐ Facilitate collaborative planning to ensure County capability to support ESF 18 activities.
- ☐ Identify pet boarding facilities and private organizations that may provide emergency shelters for animals.
- ☐ Maintain operational capacity of the County EOC to support agriculture and animal protection related activities.

**H3S**

- ☐ Establish plans, in coordination with state partners, to respond to animal and plant disease outbreaks.

**Area Farmers and Agribusiness**

- ☐ Report potential or actual breaches of agricultural safety or threats to the food supply immediately.

**Response**

Response activities take place during an emergency and include actions taken to save lives and prevent further property damage in an emergency situation. Response roles and responsibilities for ESF 17 include:

**All Tasked Agencies**

- ☐ Provide situational updates to the County EOC, as required, to maintain situational awareness and foster a common operating picture.

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- ☐ Provide a representative to the County EOC, when requested, to support ESF 17 activities.

**CCDM**

- ☐ Manage and direct the evacuation of animals from risk areas and provide technical assistance to prevent animal injury and the spread of disease.
- ☐ Coordinate establishment of shelters for animals and livestock.
- ☐ Collect and dispose of animal carcasses.
- ☐ Facilitate support to ESF 17 activities through the County EOC.
- ☐ Coordinate with the EOC Planning Section to determine the impacts to the County's agricultural community.
- ☐ Coordinate with farmers and agribusiness partners around opportunities for private sector support to response operations.
- ☐ Request support for business and industry-related activities through the State Emergency Coordination Center.
- ☐ Provide guidance on isolation and quarantine operations as well as depopulation.

**H3S**

- ☐ Provide guidance for implementation of quarantine measures in the event of a plant or animal disease outbreak.

**Area Farmers and Agribusiness**

- ☐ Assess the impact of the emergency on agriculture.
- ☐ Report status agricultural operations and impacts to the County EOC.

**Area Veterinarians**

- ☐ Provide animal care and veterinary capabilities.

**Recovery**

Recovery activities take place **after** an emergency occurs and include actions to return to a normal or an even safer situation following an emergency. Recovery roles and responsibilities for ESF 17 include:

**All Tasked Agencies**

- ☐ Demobilize response activities.
- ☐ Maintain incident documentation to support public and individual assistance processes.
- ☐ Participate in all after-action activities and implement corrective actions as appropriate.

**Mitigation**

Mitigation activities take place **before and after** an emergency occurs and activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. Mitigation roles and responsibilities for ESF 17 include:



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**All Tasked Agencies**

- ☐ Participate in the hazard mitigation planning process for the County.
- ☐ Provide agency and incident data to inform development of mitigation projects to reduce hazard vulnerability.

**Farmers and Agribusiness**

- ☐ Conduct agriculture restoration activities in a manner to reduce the likelihood and severity of future damages and enhance community resiliency.

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**Appendix C      ESF 17 Representative Checklist****Activation and Initial Actions**

- ☐ Report to the EOC Manager, Section Chief, Branch Coordinator, or other assigned supervisor.
- ☐ Become familiar with available job resources (e.g., plans, equipment, and staff) and EOC plans and forms
- ☐ Review the EOC organization and staffing chart and understand your role in working with the various branches and sections.
- ☐ Equip your work station with necessary equipment and supplies and test functionality of all equipment
- ☐ Obtain situation report(s), EOC Action Plan (IAP), and/or receive briefings from EOC and/or field personnel

**Initial Operational Periods**

- ☐ Obtain a briefing from the person you are replacing.
- ☐ Attend meetings and briefings, as appropriate.
- ☐ Establish and maintain your position log with chronological documentation.
- ☐ Follow procedures for transferring responsibilities to replacements.
- ☐ Follow staff accountability and check-in/-out procedures when temporarily leaving your assigned work station.

**Final Operational Periods**

- ☐ Complete and submit all required documentation
- ☐ Ensure all materials are returned to their proper storage location and file requests for replacement of resources that are expended or inoperative
- ☐ Follow check-out procedures.
- ☐ Share lessons learned at After-Action Conferences to contribute to the After-Action Report and inform future activations.

**Keys to Success: Information Management**

Information management is getting the right information to the right people, in the right form, at the right time. It includes receiving, sorting, prioritizing, and delivering information.

- ☐ The EOC information management role for ESF Leads and agency representatives includes:
- ☐ Filter information for what is accurate, distill that information to what is useful, and push it to the appropriate people within the EOC or agency, contributing to a Common Operating Picture.
- ☐ Serve as a conduit of information to and from agencies.
- ☐ Supply accurate, appropriate, and up-to-date information to the Situation Report.

**Keys to Success: Resource Management**

Resource management is getting the right resources to the right place, at the right time. The resource request process is at its core and supports coordinated management of resource requests by local, state, and federal partners. Resources include equipment, supplies, and personnel.

The EOC Resource Management support role for ESF Leads and agency representatives includes:

- ☐ Coordinate the contribution of resources from an agency to the response and recovery.
- ☐ Request resources from other sources and agencies.
- ☐ Keep the lines of communication open and provide specific information about what an agency can and cannot provide. The more specific and timely the information held by the Logistics Section is, the more efficiently it will support the request.