

SA 3 - Animals in Disaster

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SA 3 Tasked Agencies	
Primary County Agency	Transportation and Development (DTD) – Dog Services
Supporting County Agencies	Clackamas County Disaster Management (CCDM) Health, Housing, and Human Services (H3S) Public and Governmental Affairs (PGA)
Community Partners	American Red Cross

1 Introduction

1.1 Purpose and Scope

The 2005 Gulf Coast hurricanes and other disasters in more recent years have clearly demonstrated that emergency planning must include provisions for household pets, service animals, and, in some cases, farm animals and livestock. The 2020 Labor Day Wildfires demonstrated the need for providing shelter and short-term accommodations for livestock and their owners. This Support Annex (SA) outlines tasks and responsibilities for protecting animals in Clackamas County during major emergencies or disasters.

1.2 Policies and Agreements

The 2006 Pets Evacuation and Transportation Standards Act requires state and local governments to incorporate pets and service animals in disaster planning.

Oregon Revised Statutes 401 requires the Oregon Office of Emergency Management (OEM) and the Oregon Department of Agriculture to develop emergency operations plans that provide for companion and service animals and livestock during emergencies.

2 Situation and Assumptions

- Animals are vulnerable to many of the same risks and hazards as people.
- Owners have primary responsibility for the safety and welfare of their animals.
- The success of an emergency plan for animals will depend largely on the preparations each animal owner takes in advance of an emergency.
- Due to stress, animals may be more difficult to handle during emergencies.
- Abandoned and feral animals may pose a risk to rescuers and the public.
- Animals are more likely to contract and transmit diseases during major emergencies or disasters.
- Animal food supplies may become contaminated, destroyed, or scarce during an emergency.
- Large numbers and species of animals could become contaminated during a hazardous materials or chemical, biological, radiological, nuclear, or explosive incident.
- Whenever possible, evacuation plans should include transportation and shelter options for companion animals. Many individuals may refuse to evacuate if they are unable to take their animals with them, and no one should have to choose between evacuating to safety or remaining with their pets in harm's way.
- Service animals are the only animals accepted at American Red Cross shelters.
- Owners of service animals are to be evacuated, transported and shelter with their service animals

- Livestock animals like cattle, horses, sheep, goats, pigs, and poultry may need to be evacuated, sheltered, and cared for in an emergency.
- County Dog Services staff will collaborate extensively with animal welfare organizations, veterinarians, breeders, emergency management officials, city and state agencies, and volunteer groups to develop community-specific plans.

3 Concept of Operations

3.1 General

Dog Services staff with the support of CCDM plans and coordinates animal evacuation, sheltering, and care services in a major emergency or disaster, focusing on three areas: public education, planning, and emergency response.

3.2 Public Education

Owners are responsible for the safety and welfare of their animals and livestock, including developing and implementing emergency plans for evacuation and shelter.

Owners should assemble go-kits of emergency supplies for their animals and/or livestock that include food, water, bedding, toys, leashes, carriers, medications, veterinary contact information, microchip numbers, and current pictures of all pets, preferably one of which includes the pets and owner together.

During an incident, Clackamas County will have information and resources available on its website for the public to learn about go-kits, emergency supplies, etc. PGA will post this on the county's website.

3.3 Planning

3.3.1 Estimated Animal Populations in Clackamas County

- Companion animals:
 - 100,000 dogs
 - 75,000 cats
 - 20,000 other pets (e.g., birds and rodents)
- 9,200 horses and ponies
- 25,000 cattle and calves
- 23,000 other animals (e.g., bee colonies, goats, and sheep)
- 4-6 million fowl and an additional 500,000 broilers.
- While citizens have permits for 10-15 exotic animals, the number of non-permitted exotics is believed to be much higher.

3.3.2 Planning Model

American Society for the Prevention of Cruelty to Animals (ASPCA) has developed a planning model to forecast needed animal shelter capacity during an evacuation based off of numbers of people needing temporary housing. The model is on page 5 of this document: https://www.aspcapro.org/sites/default/files/city_county_animal_plan.doc

Table SA 3-1. Estimated Number of Pets Needing Temporary Housing Based on the Number of People Needing Temporary Housing

Percent bringing pets	Numbers of people needing temporary housing							
	250	1,000	2,000	5,000	10,000	25,000	50,000	100,000
0.5%	2	5	10	25	50	125	250	500
1%	3	10	20	50	100	250	500	1,000
2%	5	20	40	100	200	500	1,000	2,000
5%	13	50	100	250	500	1,250	2,500	5,000
10%	25	100	200	500	1,000	2,500	5,000	10,000
20%	50	200	400	1,000	2,000	5,000	10,000	20,000

The space required will be based on the number of medium and large carriers provided for owners to temporarily house their evacuated pets. A rough estimate for the amount of space needed per large cage is 10 square feet for one large carrier. Smaller carriers can be stacked on the larger carriers to house more animals in the same space. The table below shows an estimate for the required space.

Table SA 3-2. Estimated Required Space

Carriers	10 large	40 large	100 large	250 large
Estimated Space Needed	300 sq. feet	500 sq. feet	1000 sq. feet	2000 sq. feet

3.3.3 Community Collaboration

Dog Services is aware of planning considerations throughout the County, and potentially collaborate with community organizations to assist in a disaster. Considerations include:

- Facilities that house or serve animals, including those that may be especially at risk in emergencies.
- Assisted living and senior citizen centers that may have many residents with pets and limited resources for moving them.
- Resource availability, including vehicles, cages, and equipment for moving and sheltering all types of animals.
- Facilities that may provide potential animal staging/shelter near American Red Cross shelters or combination people/animal shelters.

3.4 Emergency Response

3.4.1 Setting the Stage

- In slowly developing incidents that allow for advance warning, most households with personal transportation will evacuate safely with their animals. Dog Services and Emergency Operations Center (EOC) staff will coordinate, whenever possible, transportation options for families with pets that do not have personal transportation.
- Emergencies that occur with no warning while owners are away from home and cannot return to their animals may cause difficulty for rescue workers. Even normally docile animals may respond aggressively in emergencies, especially when separated from their owners. Rescue workers will request Dog Services' assistance when confronting potentially aggressive animals.
- Farm and livestock animals represent a large financial investment for their owners in rural Clackamas County and pose a serious challenge if evacuation is required. Livestock left behind risk becoming ill or injured and pose dangers to rescuers. Animal waste products or carcasses may cause public health problems if allowed to accumulate or contaminate the water supply.
- Wildlife and stray or feral cats and dogs are likely to become agitated and aggressive if their normal habitat is disrupted or destroyed and they are unable to find adequate food, water and shelter.
- Zoonotic diseases—those spread from animals to people—and illnesses spread by contamination from animal carcasses are serious public health risks.
- Exotic animals include wild, non-native animals that require special containment for their own safety and the safety of nearby people and animals. State statute requires that exotic animals be registered with the Department of Agriculture. There are 10-15 exotic animals registered within Clackamas County, most of them various species of wild cats. It is likely that additional exotic animals are not registered and may pose serious hazards for rescue workers if not properly contained.
- Some dangerous animals, e.g., alligators and crocodiles, are not classified as exotic animals yet may still pose serious risks to rescuers and the public.

3.4.2 During an Emergency

- Dog Services will give first priority to ensuring the safety and welfare of animals in County shelters, evacuating them if needed.
- The next priority will be to respond to requests for assistance from emergency responders in the field, capturing and caring for sick, injured, or displaced animals.
- Dog Services will, through the EOC, coordinate overall animal emergency response activities with cities and other stakeholders throughout the County.

4 Emergency Coordination

4.1 General

If an incident occurs in an incorporated area, the city in which it occurs has jurisdictional authority and primary incident management responsibility. If two or more cities are impacted, the cities share responsibility for incident management and the safety and well-being of their citizens.

The County has jurisdictional authority and primary incident management responsibility for incidents that occur in the unincorporated area. If the incident impacts both the unincorporated and an incorporated area, the County and impacted cities share responsibility.

All jurisdictions with incident management responsibility are likely to activate their EOCs and implement their EOPs in a major incident. EOC staffs will coordinate resources in support of field activities, share incident information, conduct multi-agency planning, and operate the Joint Information System. All participating agencies/jurisdictions will collaborate to establish and maintain a common operating picture.

4.2 Cities

Cities should include provisions for household pets and service animals in their emergency plans, especially during evacuation. Cities should also urge citizens to include their animals in individual and family emergency preparedness planning. Cities are asked to coordinate animal emergency response and recovery activities with Clackamas County Disaster Management CCDM, EOC staff, and Dog Services.

4.3 County

Dog Services and other responders manage most animal control and rescue operations routinely in the field. If an incident potentially involves large numbers of people and animals, On-Scene Command will notify CCDM and Dog Services to assist in coordinating animal response activities. Dog Services personnel serving on the EOC staff will coordinate with regional and State partners for resource assistance.

4.4 Regional

Animal control organizations in the region are working together to compile a list of evacuation equipment and supplies, and resources that can be used in a major emergency or disaster.

Clackamas County participates in the Inter-County Omnibus Mutual Aid Agreement that provides a framework for participating counties to request mutual aid from each other in emergencies. Emergency assistance may include equipment, supplies, and personnel, or the direct provision of services. A copy of the Animal MAC-g plan and current participants is available in the EOC library.

The Intra-State Mutual Assistance Compact provides for non-reimbursable assistance among local governments. To receive reimbursement for resource assistance provided under this statute, participants must agree in writing to a formal reimbursement request before resources are dispatched.

4.5 State and Federal Assistance

The Oregon Department of Agriculture and the **Oregon Office of Emergency Management** share responsibility for maintaining a State Animal Disaster Response Plan that addresses animal evacuation, shelter, and care during non-disease emergencies. The plan describes the capabilities of State and local government agencies and volunteer organizations to address the needs of companion animals, livestock, poultry, and captive wildlife during disasters. A copy of the plan is available in the EOC library.

The Oregon Department of Agriculture works to control and eradicate animal diseases, including those transmissible to humans. This department also develops and maintains the Oregon Animal Disease Emergency Management Plan. The Animal Health and Identification Division:

- Assists local governments in developing local animal response plans.
- Identifies resource providers.
- Serves as the lead support agency for evacuation, shelter, and care of companion animals, service animals, and livestock.
- Assists in providing food, water, shelter and veterinary care to affected animals.
- Activates the Oregon Animal Disease Emergency Management Plan. (A copy of this plan is available in the EOC library.)

The Oregon Office of Emergency Management (OEM) coordinates State agencies with roles in pet, service animal, and livestock evacuation, shelter, and care. OEM activates the State Emergency Coordination Center, serves as point of contact for local emergency management agencies, and coordinates Federal support.

The Oregon Department of Fish and Wildlife assists with the capture and relocation of displaced wildlife, care of diseased or injured wildlife, and euthanasia and disposal of ill/injured wildlife.

The Oregon Department of Human Services assists in providing grief counseling support for animal owners experiencing stress and/or loss and monitors/advises regarding zoonotic diseases.

The Oregon Department of Transportation assists in moving State resources during a major emergency or disaster, with traffic control and movement, and may provide operators and equipment to assist in animal disposal.

The Oregon State University College of Veterinary Medicine provides veterinary support and expertise, and diagnostic support services. The Cooperative Extension Service assists with information development and local dissemination.

5 Support Annex Development and Maintenance

The Director of the Department of Transportation and Development will ensure that this annex and supporting plans are reviewed and revised every four years or when changes occur, such as lessons learned from exercises or actual events. CCDM staff is available to assist.

6 Appendices

- Appendix A – SA 3 Resources
- Appendix B – SA 3 Responsibilities by Phase of Emergency Management
- Appendix C – SA 3 Representative Checklist

Appendix 1 SA 3 Resources

The following resources provide additional information regarding related issues at the local, state, and federal level:

County

- Emergency Operations Plan
 - ESF 1 – Evacuation
 - ESF 6 – Mass Care
 - ESF 11 – Agriculture and Animal Protection
- EOC Library
 - Regional Animals in Disaster Plan
 - Oregon Animal Emergency Response Plan
 - Oregon Animal Disease Emergency Response Plan

State

- Emergency Operations Plan
 - ESF 11 – Agriculture and Animal Protection

Federal

- National Response Framework
 - ESF 11 – Agriculture and Animal Protection

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Appendix 2 SA 3 Responsibilities by Phase of Emergency Management

The following checklist identifies key roles and responsibilities for this annex. 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 law enforcement 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 SA 3 include:

All Tasked Agencies

- Develop operational plans for SA 3 activities.
- Participate in SA 3-related trainings and exercises as appropriate.

DTD/Dog Services Division

- Coordinate regular review and update of the SA 3 annex with supporting agencies.

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 SA 3 include:

All Tasked Agencies

- Provide situational updates to the County EOC as required to maintain situational awareness and establish a common operating picture.
- Provide a representative to the County EOC, when requested, to support SA 3 activities.

DTD/Dog Services Division

- Coordinate regular review and update of the SA 3 annex with supporting agencies.
- Respond to emergency responder requests for assistance in dealing with injured, stray, or abandoned animals.
- Ensure the safety of animals in shelters, including management of evacuation.
- Establish animal shelters, focusing on co-locating pets with human shelters.
- Implement animal rescue, transport, intake, care and handling.
- Assist fire agencies in animal decontamination operations.
- Coordinate with partners to implement emergency quarantine and isolation procedures.
- Coordinate with workgroups in the regional Animal MAC-g for volunteer recruitment and training.
- Collaborate with the Public Information Officer/Joint Information Center to develop and disseminate animal health information.

- Coordinate with State agencies for disposition of exposed/contaminated animals and other long-term recovery actions.

Animal Owners

- Have primary responsibility for the safety and welfare of their animals during emergencies and to incorporate animals into their personal plans in the event of a major disaster or emergency

CCDM

- Assist in incident management and multi-jurisdictional coordination.
- Activate the EOC.
- Facilitate the Emergency Declaration process.
- Coordinate with city, regional, and State counterparts.

- Establish/maintain MOU with fairgrounds and like locations as an evacuation center for livestock

Health, Housing, and Human Services

- Assist individuals with disabilities and others with access and functional needs populations in emergency planning for service animals.
- Coordinate behavioral health services for individuals coping with animal injury or loss.
- Coordinate with appropriate State agencies regarding health monitoring, tracking and reporting animal disease that has human implications, and animal waste and disposal.
- Coordinate volunteer registration and referral.

American Red Cross

- Coordinate with the EOC/Dog Services Staff to activate animal shelters in close proximity to American Red Cross shelters to accommodate pet owner needs with emphasis on co-located sheltering.

Oregon Veterinary Medical Association/Portland Veterinary Medical Association

- Assist in locating and coordinating veterinary support during animal emergencies.

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 SA 3 include:

All Tasked Agencies

- Demobilize response activities.
- Maintain incident documentation to support public and individual assistance processes.

CCDM

- Compile and keep all documentation collected relating to the management of law enforcement operations and the assets utilized during search and rescue related activities. Coordinate all after-action activities and implement corrective actions as appropriate.

DTD/Dog Services Division

- Coordinate with EOC/CCDM for establishing holding periods for companion animals or services animals that are sheltered during a major disaster or an emergency

Mitigation

Mitigation activities take place **before and after** an emergency occurs and includes 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 SA 3 include:

All Tasked Agencies

- Participate in the hazard/vulnerability identification and analysis process.
- Take steps towards correcting deficiencies identified during the hazard/vulnerability identification and analysis process as appropriate.

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Appendix 3 SA 3 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, 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 SA 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 SA 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.