



ESF 11: Agriculture and Animal Protection

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ESF 11 Tasked Agencies

Primary County Agency	Department of Transportation and Development (DTD)
Supporting Agencies	Health, Housing, and Human Services (H3S) (Public Health Division) Clackamas County Disaster Management (CCDM) Public and Government Affairs (PGA) Clackamas County Sheriff's Office (CCSO)
Community Partners	Oregon State University College of Veterinary Medicine Clackamas County Vector Control District Clackamas Soil and Water Conservation District (SWCD) Metro American Red Cross (ARC) Oregon Humane Society Animal Multiagency Coordination Group (MACG)
State Agency	Clackamas Watermaster Oregon Departments/Agencies (Agriculture, Health Authority, Environmental Quality, Parks and Recreation, Forestry, Fish and Wildlife, Water Resources)
Federal Agency	U.S. Department of Agriculture (Farm Service Agency, Natural Resources Conservation Service, Forest Service, Animal and Plant Health Inspection Service) U.S. Department of the Interior (Bureau of Land Management) U.S. Department of Health and Human Services (Administration for Strategic Preparedness and Response)

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1 Introduction



1.1 Purpose

Emergency Support Function (ESF) 11 describes how the County will support and coordinate an effective and humane response to incidents with significant impacts on animals, agriculture, and/or natural resources.

The focus of ESF 11 is animal sheltering and care, not evacuation. Animal evacuation is addressed in Support Annex 1: Evacuation. Similarly, ESF 11 does not focus on response to the human health impacts of animal or plant diseases. Those functions/activities are addressed in ESF 8: Health and Medical and SA 4: Public Health.

1.2 Scope

Activities encompassed within the scope of ESF 11 include:

- Manage and support County-operated animal shelter facilities.
- Support and coordinate animal shelter and care response efforts of local, state, and federal agencies, volunteer organizations, and others, including:
 - The provision of humane care, handling, and sheltering of animals (including service animals, pets, and livestock).
 - The provision of veterinary care to injured and/or sheltered animals.
- The capture/rescue of animals that have escaped confinement or been displaced from their natural habitat.
- Monitor the findings of animal and plant surveillance, inspection, and control activities conducted by local, state, and federal regulatory agencies for indications of significant animal or plant disease impacts.
- Support and help coordinate state and federal agency response to an outbreak of a highly contagious or economically devastating animal disease, an outbreak of a highly infective exotic plant disease, or an economically devastating pest infestation. This may include assisting with the enforcement of animal disease quarantines and removal and disposal of animal carcasses.
- Release information to the public about quarantine requirements and areas and other animal and plant disease-related issues in coordination with the lead state and federal regulatory agencies.
- Respond to and mitigate disaster impacts on the county's natural and historic resources.

1.3 Policies and Agreements

The federal Pets Evacuation and Transportation Standards Act of 2006 (PETS Act) requires that state and local emergency preparedness plans address the needs of individuals with household pets and service animals during major disasters or emergencies.

Oregon Revised Statutes (ORS) 401.975-978 requires the Oregon Department of Agriculture (ODA) and the Oregon Department of Emergency Management (OEM) to jointly develop plans for the evacuation, transport, and temporary sheltering of companion animals (i.e., pets), service animals, and livestock during a major disaster or an emergency.

The Oregon Department of Agriculture (ODA) has authority under Oregon Revised Statutes (ORS) Chapter 596 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 destroyed animals.

ORS 561.510 authorizes the Oregon Department of Agriculture (ODA) to declare a quarantine against the movement of animals, fowls, bees, fruits, vegetables, plants, and parts of plants or seeds, and against the movement of any articles which may contain weeds or the seeds thereof, which may spread disease or infestation into the state and become detrimental to the plant or animal life of the state or may injuriously affect the health of citizens of the state. The department can also impose a quarantine under ORS 570 when any locality, district, orchard, or place is infested with fruit pests or infected with disease injurious to trees, plants, or fruits, and liable to spread to other orchards or localities and be a public danger.

The U.S. Department of Agriculture's (USDA) Animal and Plant Health Inspection Service (APHIS) has specific authorities and responsibilities related to plant quarantines and works closely with the Oregon Department of Agriculture on those programs.

The U.S. Secretary of Agriculture has the authority to declare agricultural emergencies for such things as drought, freezes, and other damaging incidents independently or in conjunction with a presidential major disaster declaration. These declarations are typically initiated by the U.S. Department of Agriculture's Farm Service Agency (FSA), which has local offices throughout the state including one in Beaver Creek. Local FSA representatives coordinate with agricultural producers to assess losses from natural disasters and work with the Oregon Department of Agriculture to pursue the secretarial declarations, which make USDA assistance programs available to impacted producers.

The USDA's Natural Resource Conservation Service's (NRCS) Watershed Protection Program has provisions authorizing the NRCS State Conservationist to declare a local watershed emergency even in the absence of a state or federal disaster declaration. Such a declaration seeks to relieve imminent threats to life and property caused by floods, fires, windstorms, and other natural disasters that impair a watershed by providing financial assistance to eligible applicants.

2 Situation and Assumptions



2.1 Situation

There are an estimated 200,000 companion (i.e., pets) and service animals in Clackamas County including 100,000 dogs, 75,000 cats, and 25,000 other pets (e.g., birds, reptiles, and rodents), and 9,000-10,000 horses and ponies on the county's farm and ranch properties. The county is also home to many large agricultural and food industries that are economic drivers for the county and state. Among others, they include hay, alfalfa, and grain crops, Christmas trees, nursery stock, seed, nut and berry farms, and livestock operations including chickens (for eggs and consumption), cattle, goats, pigs, and horses.

In addition, the county is home to many significant natural resources including national and state forest lands, county, state, and regional parks, scenic waterways, lakes, and more. All these resources along with similar resources owned by small, private woodland owners, local governments, hobby farmers, and others are at risk from a number of hazards that may have very negative impacts on the animals, crops, facilities, lands, and operations. Some of the hazards and impacts include:

- Any large-scale displacement or evacuation of people from their homes will also involve the evacuation and sheltering of companion and service animals and livestock and may cause those animals to be injured or otherwise be in need of veterinary care.
- Numerous plant and animal diseases exist that could impact the county through natural, accidental, or intentional introduction.
- Drought and other severe weather may impact agricultural resources throughout the county.
- 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 (i.e., zoonotic diseases) either through direct contact or by transmission through a vector (e.g., mosquito).
- Some animal diseases are very contagious (such as foot and mouth disease) and would be very difficult to identify, isolate, control, and eradicate.
- Some plant diseases are highly infectious to other plants and can be very difficult to identify, isolate, control, and eradicate. Critical watersheds may be heavily impacted by flooding, landslides, and earthquakes leading to channel migration, dammed rivers, and loss of drinking and irrigation water supply intakes.

- Forestlands, parks, and natural areas may be seriously impacted by wildfires, pest infestations, and plant diseases leading to possible erosion problems, debris flows, and landslides, and creating impacts on water quality, soil health, recreation, and more.

Several divisions within the County Department of Transportation and Development (DTD) have responsibilities for ESF 11 planning and response. They include:

- **Dog Services:** Issues dog licenses and operates the County dog shelter for lost and stray dogs. These services are provided on a countywide basis. Dog Services works closely with neighboring county animal services agencies, local animal care non-profit organizations, and others on a day-to-day basis and helps to coordinate animal evacuation, shelter, and care operations during major emergencies and disasters.
- **The County Fairgrounds and Event Center:** Clackamas County Fairgrounds and Event Center (land and facilities) is owned by the County and managed and operated on a daily basis by the County Fair Board. The Fair Management Agreement between the parties indicates the County may, in the event of a declared emergency, use the fairgrounds for housing livestock, operating a shelter, or other purpose the Board of County Commissioners (BCC) may determine.
- **County Parks:** Manages and maintains County-owned parks, many of which are important natural and/or historical resources.
- **County Forestry:** Maintains forested areas in county parks and manages the County's revenue-producing forest properties.

Clackamas County Dog Services and the corresponding animal services agencies in Multnomah, Clark, Columbia, and Washington counties have formed a multiagency coordination group (MACG) through which they plan for and coordinate their emergency preparedness and response efforts. The agencies provide emergency support to each other with staff, equipment, and facilities when conditions allow.

Metro, the Portland metropolitan area's regional government, owns and maintains numerous parks and natural areas in Clackamas County. These properties are important natural resources for the county and region.

The Clackamas County Vector Control District is responsible for the control of flies and mosquitoes (vectors) within the county. The district's goal is to limit the number of vectors, thus reducing the likelihood of vector borne disease (e.g., West Nile Virus). The district coordinates its efforts with Clackamas County Environmental Health.

The Clackamas Soil and Water Conservation District (SWCD) helps community members solve land management problems on private property. This includes improving habitats for wildlife, controlling erosion, getting rid of harmful weeds, replacing failing septic systems, keeping forests healthy, and more. The district's efforts help to prevent and mitigate disaster impacts and contribute to post-disaster natural resource restoration. They do this work in partnership with many local, regional, state, and federal agencies, and watershed councils and other non-profit organizations.

The Oregon Water Resources Department's (OWRD) District 20 (Clackamas and Multnomah counties) Watermaster's office is located in Clackamas. The watermaster is responsible for regulating the distribution of water among users within the district, ensuring that water is allocated according to established water rights. The watermaster also plays a crucial role in streamflow measurement, well inspections, dam safety inspections, and mediating disputes related to water use. The watermaster is an important partner during incidents affecting surface and ground water supply.

The USDA's Natural Resources Conservation Service (NRCS) maintains an office in Beavercreek, which it shares with the USDA's Farm Service Agency (FSA). The Clackamas SWCD's office is also in the same building. The NRCS works with farmers, landowners, conservation partners, and other members of the community to address the natural resource needs of the county and develops Conservation Implementation Strategies to address resource concerns. The NRCS plays an important role in helping to prevent and mitigate disaster impacts on natural resources and in contributing to post-disaster natural resource restoration efforts.

2.2 Assumptions

ESF 11 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. When directed to evacuate, the owners will do so with their companion and service animals and livestock (if possible) and seek shelter from family, friends, or local agencies.
- Plants and animals may die from a disease outbreak or pest infestation and need to be destroyed/depopulated.
- Agricultural production capability and/or value may be severely reduced. This could greatly impact the economic stability and viability of the county and 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, clothing, etc.).
- The county's resources would be rapidly depleted if an outbreak involved multiple facilities or large areas.
- Aggressive and proactive actions by local, state, and federal authorities will be required to stop a highly contagious disease.
- Some landowners, individuals, or groups may strenuously object to depopulation of animals or destruction of plants. Others may not consider the threat of disease spread valid and 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.

3 Concept of Operations

3.1 General

In accordance with the Basic Plan and this ESF Annex, DTD is responsible for coordinating ESF 11-related activities. Plans and procedures developed by the primary and supporting agencies provide the framework for carrying out those activities.

County departments and organizations will coordinate and support the agriculture, animal protection, and natural resources services they are equipped to provide. They will coordinate with other emergency response partners, including the Clackamas Soil and Water Conservation District (SWCD), Clackamas Watermaster, ODA, FSA and NRCS, for emergencies that affect the local agricultural food supply, water supply, and 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 and support of agriculture and animal protection response operations.

3.2 Care and Assistance for Animals

County community members have the primary responsibility for the health and welfare of their livestock, household pets, and service and other domestic animals and are expected to provide for their care in an emergency to the extent possible. The same is true for county businesses with commercial livestock operations (e.g., poultry, dairy cows, cattle). When residents and/or businesses are unable to provide appropriate care during emergency sheltering operations, an animal disease outbreak, or other emergency event, the County will manage, support, and help coordinate its efforts to provide the necessary care with those of state and federal agencies, local veterinarians, and non-profit organizations. This includes working with the ODA for livestock and other domestic animals that are not pets or service animals and the Oregon Department of Fish and Wildlife (ODFW) for wild animals.

Clackamas County Dog Services works routinely with local veterinarians and non-profits who provide care for domestic and other animals. Dog Services staff can help identify and coordinate support from those individuals and organizations. Dog Services also maintains a cache of equipment and supplies to support small animal shelter and care operations. As a member of the regional Animal MACG, Dog Services can turn to its partners for staff, equipment, and facilities support. Appendix A to this annex describes the County's emergency animal shelter and care plan in more detail.

The Oregon Department of Agriculture (ODA) has developed a plan of action for response to animal disease emergencies. The Oregon Animal Disease Emergency Management Plan

addresses response to highly infectious disease outbreaks. The combined staff of the ODA and USDA veterinary services in Oregon are not adequate to carry out all of the actions that will be required to quickly and efficiently respond to a foreign animal disease outbreak so ODA has recruited veterinarians and animal health technicians who are willing to undergo training in animal health emergency management and serve as members of the Oregon Veterinary Emergency Response Team (OVERT). OVERT members can be called upon by ODA to respond to animal-related emergencies and disasters across the state.

The U.S. Department of Health and Human Services' Administration for Strategic Preparedness and Response (ASPR) manages and coordinates National Veterinary Response Teams (NVRTs). The teams can be deployed to provide expert veterinary care, treating ill or injured pets, service animals, working animals (including security animals), laboratory animals, and livestock impacted by natural and technological disasters.

3.3 Animal and Plant Diseases and Health

Domestic animals, livestock (e.g., poultry, dairy cows, cattle, horses, pigs, etc.), wild animals, and plants, including forests, berries, and nut trees, 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 because of the emergency. Clackamas County Public Health will coordinate with appropriate partners to manage the diseases as they relate to human infection.

CCDM and the County Department of Health, Housing, and Human Services (H3S) will coordinate with emergency response partners including the Clackamas Vector Control District, ODA, and the USDA's Animal and Plant Health Inspection Service (APHIS) for related information and services. H3S, with support from the Oregon Health Authority's Public Health Division, will be the principal point of contact for an outbreak of a highly infectious/contagious animal or zoonotic disease posing potential impacts to human health. CCDM will be the County's principal point of contact for plant disease impacts and coordinate with the lead state and federal agencies.

3.4 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 H3S, ODA, USDA, and others regarding the safety of the local food supply and, for a national emergency, the safety of the national food supply, to inform and protect community members.

3.5 Natural and Cultural Resources and Historic Properties

The USDA's Natural Resources Conservation Service (NRCS), Clackamas Soil and Water Conservation District (SWCD), Clackamas Watermaster, Clackamas County Environmental Health,

Clackamas County Forestry, Metro, Oregon Department of Forestry, Oregon Department of Environmental Quality, U.S. Forest Service, Bureau of Land Management, and other local, state, tribal, and federal agencies and organizations will take the lead in assessing the threats to and impacts on natural resources from an emergency including water supply and quality, forest land, fishing, wildlife, soil conditions, etc. Clackamas County Disaster Management (CCDM) will work closely with those agencies to identify the impacts and their consequences and coordinate appropriate response and short-term mitigation actions.

CCDM will coordinate with the State Historic Preservation Office and others regarding impacts to cultural resources and historic properties owned or managed by the County. CCDM will also coordinate with and support tribal and city efforts to address impacts on their own cultural and historic properties.

3.6 Coordination with Other ESFs

The following ESFs support ESF 11-related activities:

- **ESF 6, Mass Care:** Coordinate shelter operations for persons with service animals, coordinate food and water resources, and identify need for veterinary care for service animals.
- **ESF 8, Health and Medical:** Assist in zoonotic disease surveillance and response; assess water quality impacts on small water systems and wells.
- **ESF 13, Law Enforcement:** Support enforcement of animal quarantine measures.
- **ESF 16, Volunteers and Donations:** Coordinate volunteers and donated goods to support animal shelter and care operations.

4 Emergency Coordination



4.1 County

The Clackamas County EOC is responsible for the coordination and support of all animal shelter and care operations and for the coordination of animal and plant health operations and natural resource protection and mitigation efforts. This includes:

- Activating, staffing, and supporting any County-operated pet shelters.
- Activating, staffing, and supporting livestock sheltering at the County Fairgrounds.
- Coordinating, supporting, and providing guidance for pet and livestock sheltering operations conducted by non-profit and other organizations as resources allow.
- Coordinating with neighboring county emergency management offices or EOCs, when activated, to identify and arrange support for animal sheltering (livestock in particular) operations.
- Coordinating and supporting veterinary care for sheltered and other impacted pets and livestock.
- Working with and supporting the response efforts of state and federal animal and plant disease agencies.
- Coordinating and supporting natural resources and historical site protection and mitigation operations conducted by the County and local, regional, state, and federal agencies.

4.2 Cities

Cities will advise CCDM or the County EOC, when activated, of any need for animal sheltering and subsequently provide staffing and other support to shelters activated in the city as resources allow. Cities will also advise the County of any natural resource and historical site impacts and request needed assistance through mutual aid or emergency declaration processes.

4.3 Districts

The Clackamas County Vector Control District will coordinate its mosquito control and abatement efforts with Clackamas County Environmental Health when the transmission of diseases such as West Nile Virus or Zika are suspected or confirmed in the community.

The Clackamas Soil and Water Conservation District will coordinate its natural resource protection and mitigation efforts with its state and federal agency and non-profit organization partners and with the County EOC.

4.4 Region

Metro will coordinate its response to regional park and natural area impacts with the County EOC.

Neighboring county animal services agencies who are members of the Animal MACG will coordinate their response efforts with the County EOC. This includes offers of support to and requests for support from Clackamas County Dog Services.

Clackamas County is signatory to the Omnibus Inter-County Mutual Aid Agreement that provides a framework for counties to request mutual aid resources from each other in emergencies. Emergency assistance may include resources such as personnel, equipment, and supplies, or the direct provision of services.

4.4 State and Federal

State and federal agencies (e.g., ODA, OHA, USDA) have direct authority and responsibility for responding to animal and plant disease outbreaks/infestations. Those agencies will coordinate their response operations with the County and seek assistance/support from the County if the situation warrants. Similarly, many state and federal land management and natural resource agencies (e.g., ODF, DEQ, OWRD, NRCS, USFS, BLM) have direct authority and responsibility for responding to impacts on the resources they own, manage, and/or regulate. Those agencies will coordinate their response operations with the County and seek assistance/support from the County if the situation warrants.

The Oregon Resource Coordination Assistance Agreement (ORCAA) provides for non-reimbursable assistance among local governments across the state. To receive reimbursement for resource assistance provided under this program, participants must agree to a reimbursement request in writing before resources are dispatched.

If the County needs resources beyond those available locally or through mutual aid, CCDM will recommend that the Board of County Commissioners declare an emergency and request state assistance. The declaration process will be required if veterinary support from the Oregon Veterinary Emergency Response Team (OVERT) and National Veterinary Response Team (NVRT) is needed.

5 ESF Annex Development and Maintenance



The Department of Transportation and Development is responsible for coordinating regular review and maintenance of this annex including Appendix A. Each primary and support agency will be responsible for developing plans and procedures that address assigned tasks.

Appendices

- A – Animal Shelter and Care



Appendix A – Animal Shelter and Care

Tasked Agencies	
Primary County Agency	Transportation and Development (DTD) – Dog Services, Fairgrounds, Forestry, Parks
Supporting Agencies	Clackamas County Disaster Management (CCDM) Health, Housing, and Human Services (H3S) Clackamas County Sheriff's Office (CCSO) Public and Governmental Affairs (PGA)
Community Partners	Humane Society Oregon Livestock Council OSU College of Veterinary Medicine American Red Cross Sound Equine Options
State Agency	Oregon Department of Agriculture (ODA) Oregon Department of Fish and Wildlife (ODFW) Oregon Department of Emergency Management (OEM)
Federal Agency	U.S. Department of Health and Human Services (DHHS)

1 Introduction



1.1 Purpose and Scope

The Animal Shelter and Care Plan describes how the County will conduct, support, and coordinate an effective and humane response to incidents with significant impacts on companion (i.e., pets) and service animals, and livestock. The plan outlines tasks and responsibilities for animal shelter and care during major emergencies or disasters. This includes the handling and care of stranded/abandoned animals as well as coordination with the state regarding the handling of wild animals. The plan does not address animal evacuation. That function is addressed in Support Annex 1: Evacuation.

Hurricane Katrina and other disasters in more recent years clearly demonstrated that emergency planning and response must include provisions for household pets, service animals, and, in some cases, farm animals and livestock. The 2020 Labor Day wildfires across Oregon further demonstrated the need to provide shelter and care for farm animals and livestock.

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 (ORS) 401.975 requires the Oregon Department of Emergency Management (OEM) and the Oregon Department of Agriculture (ODA) to develop emergency operations plans that provide for companion and service animals and livestock during emergencies.

2 Situation and Assumptions



2.1 Situation

2.1.1 Organization

Clackamas County Dog Services staff, with the support of Clackamas County Disaster Management (CCDM), plans for and coordinates animal shelter and care services in a major emergency or disaster. This work includes collaborating extensively with animal welfare organizations, veterinarians, breeders, emergency management officials, city and state agencies, and volunteer groups.

Dog Services is a member of the Portland metropolitan area's Animal Multiagency Coordination Group (MACG). The MACG includes representatives from the animal services agencies in Clackamas, Clark, Columbia, Multnomah, and Washington counties. MACG agencies maintain companion animal equipment and supplies that are routinely shared with the partners during emergencies.

The Clackamas County Sheriff's Posse is a volunteer organization affiliated with the Sheriff's Office. Members of the posse have expertise in farm animal and livestock management and care and may be available to assist with related sheltering operations.

The Clackamas County Fairgrounds has been used as a shelter site for livestock and farm animals and may also be used for companion animal sheltering. The Fairgrounds and Event Center are owned by the County but operated by the Clackamas County Fair Board. Use of the facility for animal sheltering in an emergency requires the County Board of Commissioners to declare an emergency and identify the site for that purpose.

The Oregon Department of Agriculture (ODA) and the Oregon Department of Emergency Management (OEM) 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, and poultry during disasters. ODA serves as the state's lead support agency for evacuation, shelter, and care of companion animals, service animals, and livestock and assists in providing food, water, shelter and veterinary care to affected animals. ODA has recruited veterinarians and animal health technicians to serve as members of the Oregon Veterinary Emergency Response Team (OVERT). OVERT members can be called upon

by ODA to respond to animal-related emergencies and disasters across the state.

The U.S. Department of Health and Human Services' Administration for Strategic Preparedness and Response (ASPR) manages and coordinates National Veterinary Response Teams (NVRTs). The teams can be deployed to provide expert veterinary care, treating ill or injured pets, service animals, working animals (including security animals), laboratory animals, and livestock impacted by natural and technological disasters.

Access to the state and federal veterinary teams is made through a County emergency declaration and request for veterinary assistance.

2.1.2 Animal Considerations

Owners have primary responsibility for the safety and welfare of their animals including developing and implementing emergency plans for evacuation and shelter. They should have go-kits with emergency supplies for their animals that include food, water, bedding, toys, leashes, carriers, medications, veterinary contact information, microchip numbers, and current pictures of all pets. The success of this plan will depend significantly on the preparations each animal owner has taken in advance of an emergency.

- Animals are vulnerable to many of the same risks and hazards as people.
- 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 incident.

2.1.3 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

2.1.4 Estimated Number of Pets Needing Temporary Housing

The American Society for the Prevention of Cruelty to Animals (ASPCA) has developed a planning

model to forecast needed animal shelter capacity based on the number of people needing temporary housing.

Table 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 for sheltering is based on the number of medium and large carriers provided for owners to temporarily house their pets. A rough estimate for the amount of space needed is 10 square feet for one large carrier. The table below shows an estimate for the required space.

Table 2. Estimated Space Requirements

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

2.2 Assumptions

- Companion, service, and some farm animals and livestock will be evacuated by their owners and require shelter and care support.
- Some animal owners and volunteers will act immediately to evacuate animals and relocate them to temporary sites or facilities before the County and other local agencies and organizations have activated and staffed official animal shelter facilities.
- Service animals must be sheltered with their owners.
- Service animals are the only animals accepted at American Red Cross human shelters.
- The County will receive support from other Animal MACG member agencies if incident conditions permit.
- State resources assigned to support animal shelter and care operations will take a minimum of 24-72 hours to arrive.
- Federal resources assigned to support animal shelter and care operations will take a minimum of 72-96 hours to arrive.
- Sufficient staff, supplies, and other resources will be available for the County and its response partners to conduct animal shelter and care operations at least at a basic level.
- The Oregon Department of Fish and Wildlife will coordinate response to wildlife issues.

3 Concept of Operations

CCDM continuously monitors incident activity in the county and may be notified by Clackamas Communications (C-COM), a field Incident Commander, or a land management agency (e.g., Oregon Department of Forestry) of an incident involving large-scale/widespread evacuations and driving a need for animal shelter and care operations. Under these circumstances, CCDM will activate the County EOC and task Dog Services to coordinate animal shelter and care operations from the EOC. Dog Services will, through the EOC, coordinate overall animal emergency response activities with cities and other stakeholders throughout the county. Dog Services first priority is ensuring the safety and welfare of animals in county shelters, evacuating them if needed. The next priority is responding to requests for assistance from emergency responders in the field, capturing and caring for sick, injured, or displaced animals.

3.1 Needs Assessment

Dog Services with support from other County EOC staff will work quickly to identify the impacted area(s) and estimate the types and numbers of animals that may require shelter and care support. This will be influenced by the location(s) of the incident (e.g., rural, residential, or both), the nature of the incident, and the impacted human population.

3.2 Shelter Activation

Based on the assessment, the County EOC will identify facilities and other locations for animal shelter and care operations. This may include the Fairgrounds for farm animal and livestock shelter and care, co-location with general population shelters for companion animal shelter and care, and “encampments” (e.g., recreational vehicle sites) for animal care only (e.g., food, water, veterinary assistance, etc.). Dog Services with support from other County EOC staff will work with animal services partners including the Animal MACG agencies, Clackamas Sheriff’s Mounted Posse, Oregon Livestock Council, the Humane Society, Cat Adoption Team, and others to coordinate facility staffing, secure necessary resources, and arrange for ongoing support.

If animal shelter and care resources beyond those available in the county or through the Animal MACG are needed, the County EOC will consider seeking resources from other counties signatory to the Omnibus Inter-County Mutual Aid Agreement or the statewide Oregon Resource Coordination Assistance Agreement (ORCAA). Requests for state or federal animal care resources (e.g., OVERT and NVRT) must be made through the emergency declaration process.

3.3 Stranded / Abandoned Animals

Animals may be stranded or left behind/abandoned and require attention and care from the

County. This may occur in emergencies with no warning while owners are away from home and cannot return to their animals or when the owners are unable to transport some or all of their farm animals or livestock when evacuating. The County EOC will work with staff at activated companion animal and livestock shelters and general population shelters to identify the locations of abandoned/stranded animals and coordinate efforts to find and assist surviving animals with first response agencies and volunteer organizations. The assistance may include relocating the animals to an appropriate shelter or arranging for ongoing care at the site. Normally docile animals may respond aggressively in emergencies, especially when separated from their owners, so workers assigned to find, relocate, or provide care to animals in these situations should request assistance/guidance from Dog Services when confronting potentially aggressive animals.

3.4 Special Considerations

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.

Exotic animals include wild and/or 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. Registered exotic animal owners are required to have their own evacuation response plan and to have it on record with the ODA as part of the registration process. 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.

3.5 Public Information

The County EOC will distribute information about animal shelter locations and animal care activities through traditional and social media and post information on the County website.

4 Emergency Coordination



4.1 County

Dog Services and other responders manage most animal control, rescue, and care operations routinely in the field. If an incident may or does involve large numbers of people and animals, On-Scene Command will notify CCDM and Dog Services directly or through C-COM to assist in coordinating animal response activities. CCDM will activate the County EOC and task Dog Services to coordinate animal shelter and care operations. Dog Services personnel serving in the EOC will coordinate with County departments, cities, regional, state, and non-profit organization partners for resource assistance. This will include:

- Coordinating with On-Scene Command and impacted cities to assess the needs for animal shelter and care operations.
- Identifying locations for animal shelters, including use of the Fairgrounds for livestock sheltering.
- Activating animal shelters and coordinating staffing, supplies, and other resource support.
- Implementing animal rescue, transport, intake, care, and handling.
- Working with H3S to arrange for grief counseling support for animal owners experiencing stress and/or loss.
- Coordinating with the Oregon Department of Fish and Wildlife to secure assistance with the capture and relocation of displaced wildlife, care of injured or ill wildlife, and disposal of deceased wildlife.
- Collaborating with the Public Information Officer/Joint Information Center to develop and disseminate animal shelter and care information.
- Identifying the need for state and federal animal care assistance.

4.2 Cities

Cities should identify the need for animal shelter and care support based on city impacts and communicate those needs to the County EOC. Cities should also identify facilities, staff, and/or volunteers that may be available to support animal shelter and care operations and convey that information to the County EOC.

4.3 Region

The animal services agencies who are members of the regional Animal MACG will identify the resources (facilities, staff, equipment, and supplies) they have available to support animal shelter and care operations in Clackamas County and communicate that information to the County EOC.

Resources from county animal services agencies outside of the Portland metropolitan region may be available and requested through the Omnibus Inter-County Mutual Aid Agreement. Clackamas County and nearly all the counties in western and central Oregon are signatory to that agreement.

4.5 State and Federal Assistance

Animal shelter and care support from state and federal agencies, most specifically from ODA and the U.S. Department of Health and Human Services, must be requested and coordinated through the emergency declaration and request for assistance processes. An exception to that process is assistance from ODFW for response to wildlife impacts. ODFW has responsibility for wildlife management and care and can work directly with the County to coordinate response to wildlife issues identified by the County.

Support from county animal services agencies across the state may be requested through the Oregon Resource Coordination Assistance Agreement (ORCAA). The agreement provides for non-reimbursable assistance among local governments. To receive reimbursement for resource assistance provided under this agreement, participants must agree in writing to a formal reimbursement request before resources are dispatched.

5 Appendix Development and Maintenance



The Department of Transportation and Development is responsible for coordinating regular review and maintenance of this appendix. The review may be conducted in conjunction with review of the ESF 11 annex or done separately based on lessons learned from exercises or actual incidents. Each primary and supporting agency is responsible for developing plans and procedures that address assigned tasks.

6 Tabs

- Tab 1 – Resources
- Tab 2 – Responsibilities by Phase of Emergency Management
- Tab 3 – Representative Checklist



Tab 1: Animal Shelter and Care 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 Natural Resources

Tab 2: Animal Shelter and Care 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 animal shelter and care function. All tasked agencies should maintain agency-specific plans and procedures that allow 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 animal shelter and care include:

All Tasked Agencies

- Develop operational plans for animal shelter and care activities.
- Participate in animal shelter and care trainings and exercises as appropriate.

DTD/Dog Services Division

- Coordinate regular review and maintenance of this appendix.

Response

Response activities take place **during** an emergency and include actions taken to save lives and prevent further property damage in an emergency. Response roles and responsibilities for animal shelter and care 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 animal shelter and care activities.

DTD/Dog Services Division

- Coordinate regular review and update of the animal shelter and care appendix 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 MACG 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 animal shelter and care 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 and other relevant partners (including County Counsel) 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 include 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 animal shelter and care 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.

Tab 3: Animal Shelter and Care 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 workstation 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 workstation.

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 animal shelter and care 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 animal shelter and care 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.

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