



ESF 11 — Agriculture and Animal Protection



Purpose

Emergency Support Function (ESF) 11 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.

Coordinating Agencies

PRIMARY AGENCY: Department of Transportation and Development (DTD)
SUPPORTING AGENCY: Health, Housing, and Human Services (H3S), Clackamas County Disaster Management (CCDM), Business & Community Services (BCS)

Scope

Activities within the scope of ESF 11 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.

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 11 include:

All Tasked Agencies

- Provide situational updates to the County EOC, as required, to maintain situational awareness and foster a common operating picture.
- Provide a representative to the County EOC, when requested, to support ESF 11 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 11 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.

Oregon Veterinary Medical Association/PVMA

- Assist in locating and coordinating veterinary support during emergencies

EOC Operations

When ESF 11-related activities are staffed in the EOC, the CCDM representative will be responsible for the following:

- Serve as a liaison with the Animal Multi Agency Coordination Group (Animal MAC-g).
- 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 11-specific reports for EOC briefings.
- Assist in development and communication of ESF 11-related actions to tasked agencies.
- (H3S to communicate and serve as liaison for disease related to food/agriculture).
- Monitor ongoing ESF 11-related actions (all agencies).
- Share ESF 11-related information with the Public Information Officer to ensure consistent public messaging.
- Coordinate ESF 11-related staffing to ensure the function can be staffed across operational periods.

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 11 include:

All Tasked Agencies

- Develop operational plans for ESF 11 activities, as appropriate.
- Participate in ESF 11 related trainings and exercises as appropriate.

CCDM

- Coordinate regular review and update of the ESF 11 annex with supporting agencies.
- Facilitate collaborative planning to ensure County capability to support ESF 11 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.

BCS

- Share information on potential departmental assets that could assist with animal shelter needs. (i.e. County Fair & Event Center, County Parks.)
- 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 agri-terrorism act involving hazardous or radioactive materials, etc.).

Area Farmers and Agribusiness

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

Coordinating with Other ESFs

The following ESFs support ESF 11-related activities:

- **ESF 3 – Public Works.** Protect the state’s historical structures.
- **ESF 6 – Mass Care.** Coordinate shelter operations for persons with service animals. Assess the status of the state’s food supply; coordinate food and water resources for animal shelter operations.
- **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.
- **ESF 13 – Law Enforcement.** Support enforcement of animal quarantine measures.
- **ESF 14 – Business & Industry.** Assist in reporting of impacts to agriculture related businesses.
- **ESF 16 – Volunteers and Donations Management.** Coordinate volunteers and donated goods to support animal shelter operations.

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 11 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.
- Provide support to recovery planning.

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 ESF 11 include:

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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ESF 11 Tasked Agencies	
Primary County Agency	Department of Transportation and Development (DTD)
Supporting County Agency	Health, Housing, and Human Services (H3S) Clackamas County Disaster Management (CCDM) Business & Community Services (BCS)
Community Partners	Oregon State University Extension Office
State Agency	Oregon Department of Agriculture
Federal Agency	U.S. Department of Agriculture

1 Introduction

1.1 Purpose

Emergency Support Function (ESF) 11 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 11 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.

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

1.3 Policies and Agreements

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 faces 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 11 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.
- 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.

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- 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 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.
- 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 Concept of Operations

3.1 General

All ESF 11-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.

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- 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 the agriculture, animal protection, and natural resources services they are equipped to provide. They will 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.

3.2 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, Clackamas County Health, Housing, and Human Services (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.

3.3 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 result of the emergency. Clackamas County Public 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.

3.4 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. DTD Dog Services is a member of the Animal MAC-G, a multi-agency coordination group through the Regional Disaster Preparedness Organization (RDPO). 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 captive 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, 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.

3.5 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.

3.6 Coordination with Other ESFs

The following ESFs support ESF 11-related activities:

- **ESF 3 – Public Works.** Protect the state’s historical structures.
- **ESF 6 – Mass Care.** Coordinate shelter operations for persons with service animals. Assess the status of the state’s food supply; coordinate food and water resources for animal shelter operations.
- **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.
- **ESF 13 – Law Enforcement.** Support enforcement of animal quarantine measures.
- **ESF 16 – Volunteers and Donations.** Coordinate volunteers and donated goods to support animal shelter operations.

4 Emergency Coordination

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 responsibility to assist with animals in the unincorporated area. If the incident impacts both unincorporated and incorporated areas, the County and impacted cities share responsibility. The County will respond to city requests for assistance, manage critical resources, and coordinate with outside agencies, adjoining counties, and the Oregon Office of Emergency Management.

All jurisdictions with incident management responsibility are likely to activate their EOCs during an incident. EOC staffs will coordinate resources, 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.

4.1 Cities

Cities are asked to notify the County immediately if they anticipate needing assistance with animals in a disaster. If cities need County assistance, they can request it through mutual aid assistance or by submitting an Emergency Declaration to the County requesting assistance. The County will alert adjoining jurisdictions and coordinate critical resources, emergency declarations, and emergency measures.

Cities should provide messaging that informs animal owners to make plans for their animals in the event of an emergency. Cities are encouraged to coordinate co-located animals sheltering within community- and faith-based organizations and other local service organizations. Cities should coordinate these activities with County EOC staff.

4.2 County

Clackamas County EOC will contact DTD who will assign a DTD- Dog Services representative to serve on the EOC and will coordinate with the incident command and regional Animal Multi Agency Coordination Group (MAC-g) as needed for assistance with animal care, transport, supplies, resources, etc.

4.3 Regional

Clackamas County participates in the Inter-County Omnibus 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. A copy of the agreement 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 to a reimbursement request in writing before resources are dispatched.

4.4 State and Federal Assistance

If the County needs resources beyond those available (including mutual aid), Command will recommend that the Board of County Commissioners enact an emergency declaration requesting state assistance.

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.

5. ESF Annex Development and Maintenance

The Department of Transportation and Development 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.