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Importance of Planning

- How will community assist people with animals and animals during an emergency?
- Plans should address:
 - Public safety, public health, protection of food supply and agriculture, etc.

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As you know, most emergencies are handled at the local level. This means that local and state governments must plan and prepare to respond to and recover from emergencies affecting their citizens. An emergency plan and, more specifically, an animal emergency plan provides a framework that allows the government and its non-governmental partners to work together to manage animal issues in an emergency. Planning enables the jurisdiction to more effectively protect the safety and well-being of both people and animals.

As discussed in Unit 1, how the community manages animals and people during an emergency will have an effect on many areas including public safety, public health, agriculture and the food supply.

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Plans are Required

Federal:

- Stafford Act/PETS Act/PKEMRA require governments to plan to accommodate the needs of people with household pets and service animals

State:

- Some state statutes require emergency planning for animals

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Federal and state laws require emergency operations plans include plans for assisting with the evacuation and sheltering of household pets and service animals.

On the Federal level, the Stafford Act, as amended by the PETS Act and the Post Katrina Emergency Management and Response Act, includes this mandate. On the state level, a number of states have statutes requiring plans for the care of animals in disasters. A list of states with statutory requirements is found in Unit 1. Each jurisdiction establishes its own laws and regulations regarding animal emergency plans. Consult with jurisdictional authorities to find out the most current information about legal requirements.

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Emergency Operations Plan (EOP)

1. Basic Plan: overview of policies, plans and procedures
2. Functional Annexes: Specific activities critical to response and recovery
3. Appendices: hazard specific, contact information resource information
4. SOPs: Tactical information on response, but not generally part of the plan itself

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An Emergency Operations Plan (EOP) is a “document describing how citizens, property, and the environment will be protected in a disaster or emergency.” (*FEMA: IS 235A: Emergency Planning May 2010*)

The EOP should be a comprehensive plan covering prevention, preparedness, response and mitigation based on a risk assessment and utilize an all hazards approach to managing incidents.

A typical EOP could contain three types of elements:

- The Basic Plan which provides an overview of the jurisdiction’s emergency management policies, plans and procedures.
- Functional Annexes which explain how specific activities critical to response and recovery efforts will be carried out. Functions such as mass care and resource management are described in the functional annexes. *These would be similar to the ESF Annexes in the Federal planning process.*
- Appendices: Hazard or threat-specific appendices contain specific information about how functions should be carried out when faced by a particular hazard, threat or incident. Appendices also contain other items such as maps, charts, contact/resource information, tables, forms and checklists.
- SOPs: Tactical information on response, but not generally part of the plan itself.

Animal Emergency Plan

Element of a larger Emergency Operations Plan (EOP)

May be found in:

- Annex
- Appendix
- Under appropriate ESFs

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The Animal Emergency Plan is usually part of the larger EOP. The format of EOPs varies widely between jurisdictions. Depending on the format used by the jurisdiction, the Animal Emergency Plan may be found in an Appendix or Annex or under the appropriate Emergency Support Functions (ESFs), if the EOP is organized using the NRF structure. When assigned to the field, be sure to learn where the animal emergency plan is located within the jurisdiction’s EOP.

Local Role in Emergency Planning

- All Disasters are Local
 - Local plans are the backbone of response
 - Reflect currently available resources, policies and priorities



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Local planning is essential to effective preparedness and response. Local plans should reflect community priorities and utilize available resources.

Photo: FEMA: John Shea

State Role in Emergency Planning

- Supplement local response efforts
- Provide additional resources and personnel
 - State, other States, non-governmental orgs.
 - Request Federal declaration
- Liaison with Federal agencies
 - Communicate local requests to Federal level
 - Coordinate Federal assistance to local level

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Responses begin at the local level and the State’s role is to provide additional resources and personnel to support the local response. The State EOP should address how it provides support to local jurisdictions before, during and after an incident.

Resources and personnel can come from several sources:

- State’s own resources and personnel,
- Resources and personnel provided by other States and organizations, and
- Federal assistance in the form of resources and personnel following the issuance of a Presidential disaster or emergency declaration.

If the response becomes a Federal response, the State serves as the liaison between local jurisdictions and the Federal agencies.

The State Emergency Operations Center receives requests for assistance from local jurisdiction EOCs and communicates them to the Federal level. The State also coordinates the receipt of Federal assistance and channels it to the local level. The topic of State support for local responses will be addressed more fully in Unit 5: State and Federal Support of Local Responses.

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State Organizations/ Public/Private Partnerships	
State Governmental Entities <ul style="list-style-type: none"> • State Dept. of Agriculture • State Animal Health Official • State Emergency Management Agency 	Public/Private Partnerships <ul style="list-style-type: none"> • State Animal/Agricultural Response Teams (SART) and similar programs • Veterinary Medical Reserve Corps (VMRC)

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In general, States rely heavily on two types of organizations to assist them in addressing animal issues in disasters.

State governmental entities, such as the State Department of Agriculture, State Animal Health Official, or State Emergency Management Agency may be tasked with animal emergency management issues and supplemental programs to augment the work of other state agencies. Because each state has devised its own emergency plan based on its particular governmental organization, geography, demographics, and animal population animal emergency plans, agency roles and priorities vary widely from jurisdiction to jurisdiction.

The second group of organizations consists of supplemental organizations formed by government and private sector partnerships to augment state agency efforts. These organizations include SARTs (State Animal/Agricultural Response/Resource Teams and VMRCs (Veterinary Reserve Corps). These programs help build partnerships between government and private sector organizations to support planning efforts, build response capacity, develop funding resources, and coordinate volunteers for companion animal and agricultural animal responses.

These groups recruit and train volunteers who will be ready to assist in the event of an emergency.

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SART-Type Programs
<ul style="list-style-type: none"> • Volunteers • Assist with animal preparedness and response • Follow ICS structure • Support planning, capacity building, funding 

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Many states have established SART programs patterned after the first SART program established in North Carolina in 2000. SART programs are public/private partnerships linking government organizations with private and non-profit organizations involved in animal emergency management. Each state's program is unique and the organizational structure can range from being a state-managed organization to a non-profit organization working in partnership with the State. Whatever the name or organizational structure, a SART or SART-like program allows states to engage governmental and non-governmental stakeholders to support planning and response. SARTs are organized under state and local emergency management plans and follow the Incident Command System and provide volunteers to support companion animal and livestock issues in disasters.

Photo: USDA APHIS AC: Scott Bauer

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CART Programs
County/Community Animal Response Teams <ul style="list-style-type: none"> • Connect local resources to local emergency management • Pathway for volunteer involvement • Training and exercises • Support community preparedness and outreach

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At the local level, County Animal Response Teams (CARTs) are involved in animal emergency response issues. The organization and structure of CARTs may vary from community to community, but in general CARTs:

- Connect local resources to local emergency management;
- Create a pathway for volunteer involvement and mechanisms for addressing issues related accident and liability issues;
- Facilitate training and exercises; and
- Support community preparedness and outreach

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VMRCs

- Commonly reflect a cooperative effort between State Animal Health Authority and State Veterinary Medical Association and universities
- Trained veterinary medical personnel volunteers
 - Veterinarians
 - Veterinary technicians
 - Veterinary assistants
 - Veterinary students

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Veterinary Medical Response Corps (VMRCs) are organizations comprised of members of the veterinary medical profession (veterinarians, veterinary technicians, veterinary assistants, and students) who volunteer in animal emergency response situations. These groups are often cooperative efforts between the State Animal Health Authority and the State Veterinary Medical Association.

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Role of Federal Agencies in Supporting Planning

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Federal agencies provide support to State and Local animal emergency planning efforts in a variety of ways.

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Federal Emergency Response Agency (FEMA)

Planning Guidance

- National Incident Management System (NIMS)
- National Response Framework (NRF)
- DHS Lessons Learned and Information Shared Site
 - www.LLIS.gov
- FEMA Planning Guidance: CPG 101

Training

- Emergency Management Institute (EMI)

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FEMA has published a number of documents and resource materials to assist with the planning process. The NIMS and NRF are the foundations of emergency preparedness and response. Links to all the materials listed on this slide can be found in your course materials.

The DHS Lessons Learned and Information Shared Site is a website containing reports from exercises and responses outlining lessons learned and information for improving emergency planning and response. Access to this site is controlled and registration is required. People wishing to gain access to this site need to provide the name of a federal employee sponsor who can attest to their need to access the site.

FEMA also provides training opportunities. The Emergency Management Institute has a catalog of on-line and live courses on various aspects of emergency planning and response. The on-line courses are free.

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Integration with Federal Agencies

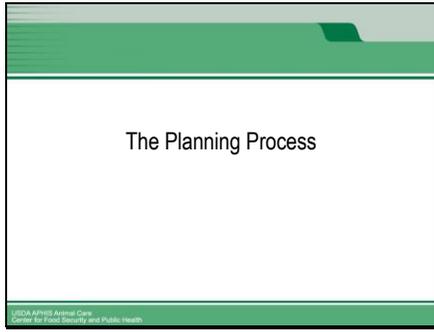
- FEMA Region is interface between State and Federal Planning process
- Federal agencies collaborate with the FEMA Regions
- States, Local jurisdictions and FEMA region need to work together on planning

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At the State planning level it is important to work with Federal agencies to integrate operations. The FEMA Region serves as the interface between the State (and local) and Federal planning processes. During a early stages of a Federal response the FEMA Region is where requests for assistance become Federal mission assignments. State and local jurisdictions should collaborate with their FEMA Region before, during and after emergency operations. This will result in more effective operations.

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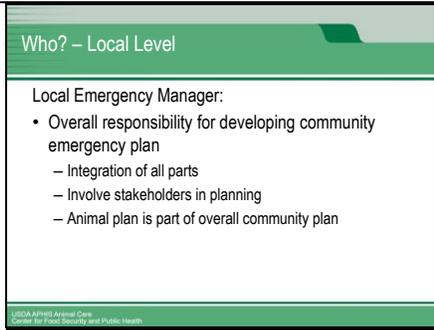
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The section discusses the process in developing Animal Emergency Plans at the local and State levels.

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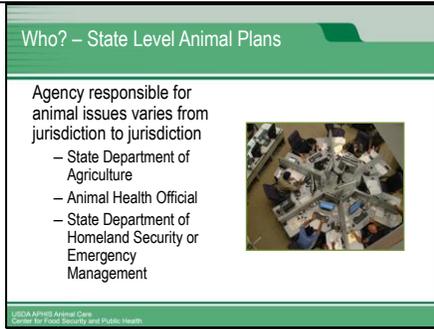


At the local level, the community emergency manager has overall responsibility for developing the community emergency plan.

The Animal Emergency Plan is part of the larger, overall community plan. All parts of the community plan must be integrated in order to function well during a response. Community stakeholders need to be involved in the planning process.

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State, tribal and territorial animal emergency plans will vary widely between jurisdictions. Each jurisdiction operates under its own statutes and regulations. Understanding the organizational, statutory and regulatory framework of the jurisdiction to which you are assigned will aid in understanding the which agencies have responsibility for different aspects of the animal emergency plan.

The State agency tasked with developing the State Animal Emergency Plan may vary from jurisdiction to jurisdiction. It may be the State Department of Agriculture, the State Animal Health Official or the State Department of Homeland Security or Emergency Management or a combination of those agencies.

Most states will rely on local government entities to establish local plans and coordinate responses for animal issues during emergencies. States generally provide planning assistance and resource coordination to assist local jurisdictions. States must be prepared to provide response support and resource coordination in the event that local resources are overwhelmed and must also be prepared to serve as a link to FEMA, USDA and other Federal agencies assisting in response efforts.

Photo: FEMA: Mark Wolfe

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Plan Should Fit Community Needs

Plans are not "one size fits all."
 Must take specifics of community into account:

- Demographics
- Pet ownership
- Reliance on public transportation
- Needs of persons with disabilities
- Resources

Process of developing plan can be as important as written plan.

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An animal emergency plan must be tailored to fit the needs of the state or community. Looking at plans from other jurisdictions may aid the planning team by providing examples of how plans are organized and issues are addressed. Plans from other jurisdictions may be used as a template, however, simply crossing out one jurisdiction's name and adding writing in another name will not result in a useful plan.

In order to develop an effective plan, one must look at the whole community and its particular needs. Planners should assess factors unique to the community such as:

- the number and types of animals owned, which will help determine the number and types of shelters needed;
- the number of people who rely on public transportation, which will help determine how many people may need assistance with evacuating; and
- the ability of residents to shelter in place or find shelter with family and friends, which will help estimate the number of shelters, both for people and pets, which may be needed.

Note that the process of notifying and engaging stakeholders to develop an emergency plan and the discussions that occur during development of the plan can be as important to preparedness efforts as the final written plan itself.

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Planning Process

1. Form a collaborative planning team
2. Understand situation (risk assessment)
3. Determine goals and objectives
4. Develop plan
5. Prepare, review and approve the plan
6. Practice and periodically update the plan

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The planning process is a multiple step process, which continues beyond the production of the initial plan. Briefly, the steps in the planning process are as follows:

- Form a collaborative planning team
- Understand the situation
- Determine goals and objectives
- Develop a plan
- Prepare, review and approve the plan
- Practice and periodically update the plan

The next series of slides will briefly describe each of these steps.

Source: CPG 101 Version 2.0; Nov. 2010

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1. Form a Planning Team

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Engage Stakeholders

- Engage stakeholders from different sectors of community
- Increases awareness of animal emergency planning efforts
- Aids in identifying available resources
- Encourages individuals and organizations to make business and family emergency plans

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The first step in the planning process is to engage stakeholders. Involving stakeholders also creates community awareness about animal emergency planning and response efforts, aids in identifying resources available to the community, and encourages organizations to develop their own emergency plans and/or review and revise their plans.

Stakeholders come from various segments of the community including government agencies, nongovernmental organizations, businesses and volunteer organizations. **For an animal emergency plan, stakeholders might include representatives of local businesses and agencies involved in the animal and agricultural sectors.**

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Local Stakeholders - examples

- Emergency Management Agency
- Public Health Agency
- Environmental Health Agency
- Human Services/Housing authority
- University and/or Cooperative Extension
- Law Enforcement/Fire/EMS
- Animal Control/Animal Shelter
- Local Veterinary Medical Assn/Practitioners
- Local Livestock Industry Assns.
- Voluntary Organizations
 - Local chapters: Red Cross, VOAD
- Citizen Corps Council
- Medical Corps Reserve Units
- Private Foundations
- Kennels and Animal Service Enterprises
- Animal feed and retail enterprises
- Concerned Citizens

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This slide lists potential stakeholders who should be contacted when developing a community animal emergency plan. A number of these stakeholders, such as law enforcement, public health, and others will play roles in other parts of the community emergency response plan. Including them in the planning process helps ensure that the AEP is integrated with other parts of the plan and helps maintain open lines of communication between various parts of the overall community plan.

From this list of stakeholders, a smaller core planning committee is formed to work on drafting the plan while maintaining contact with the rest of the stakeholders.

Source: Animal Emergency Management Road Map: NASAAEP Preparedness and Resource Management Best Practices Working Group.

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State Stakeholders - examples

- Emergency Management Agency
- Dept. of Agriculture/Animal Health Official
- Public Health Agency
- Environmental Health Agency
- Human Services/Housing Authority
- University/Cooperative Extension
- Public Safety Agency
- Animal Control Associations
- State/National Veterinary Medical Associations
- State/National Livestock Associations
- Animal Welfare Associations
- VOAD
- Citizen Corps Programs
- Private Foundations

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On the State level, the first step in planning should also involve identifying and engaging stakeholders. This slide is a list of stakeholders at the state level. Some of the stakeholders are the same at both the state and local levels, however, state-level planning may also involve state or national level organizations.

Source: Animal Emergency Management Road Map: NASAAEP Preparedness and Resource Management Best Practices Working Group.

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Core Local Planning Team Example

- Emergency Management
- Law Enforcement-Animal Control
- Animal shelter/NGOs
- Public Health
- Cooperative Extension
- Veterinary Medical Association
- Local Red Cross



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The core planning team is drawn from the larger list of stakeholders and should include representatives from any department which has substantial responsibility during an animal emergency response event. Some examples of core team members are listed on the slide. Other members may be added based on their roles in the jurisdiction's plan.

Photo: FEMA: Barry Bahler

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2. Understand the Situation
(Risk Assessment)

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Risk Assessment

- Important to planning process – prioritize planning efforts
- Determine types of risks faced by community
- Likelihood of occurrence



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The next step in preparing an emergency plan is conducting a risk assessment. This helps planners evaluate the risk of hazards faced by the community and determine which hazards are more likely to affect the community in order to prioritize planning efforts. A risk assessment aids in the development of plans and allocation of resources for mitigation, preparedness and response activities.

Photo: FEMA: Steven Zumwalt

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Definitions

Hazard: Threat that can have a negative impact on:

- people,
- property,
- infrastructure,
- systems or
- environment

Natural or man-made



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The next few slides will define the terms associated with the risk assessment process. Hazards can be natural, such as a flood, earthquake or wildfire, or man-made such as a HAZMAT release, nuclear accident or dam collapse. Hazards were described in greater detail in Unit 1.

Photos: FEMA: Adam DuBrowa

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Definitions

Vulnerabilities: People, property, structures and systems susceptible to a hazard

Consequence: Degree to which a hazard affects vulnerable elements

Probability: Likelihood of a hazard affecting a vulnerable population or resource

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Vulnerabilities are the things in the community which are susceptible to damage from a hazard. This includes people, pets, and property. Property includes things such as houses, businesses, or infrastructure (roads, bridges, power lines, cell phone towers)

Consequence describes how and to what extent a hazard affects a vulnerable element. For example, a flood could affect homes and infrastructure near the river, but leave property elsewhere in the community completely unaffected.

Probability examines the likelihood of a hazard affecting a vulnerable population or resource.

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Risk Assessment Formula

Threat
+ Vulnerability
+ Consequence
+ Probability
RISK

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Putting all these terms together, we arrive at a formula on the slide. Risk is the sum of the threat and the vulnerability, the consequences and the probability of the occurrence. Let's use an example.

Along the coast of Louisiana, there is a threat of hurricanes. History shows that the area has been affected fairly often by hurricanes. The wind, heavy rain and storm surges from hurricanes can cause harm to people, their homes and businesses and the infrastructure. The consequences of a hurricane will vary depending on the storm's strength and where it comes ashore. Looking at the history, the probability of a hurricane occurring in Louisiana is pretty high. This is a risk that planners would want to make sure they are well prepared for.

On the other hand, Louisiana is not known for seismic activity. While an earthquake could seriously affect people and the infrastructure, with great consequences for the residents of the area, there is a very low probability that an earthquake would occur along the coast of Louisiana.

A risk assessment would encourage planning for hurricanes versus earthquakes.

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3. Establish Goals and Objectives

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After completing the risk assessment, the next step is to establish goals and objectives for emergency planning.

Using the information developed about particular hazards faced by the jurisdiction, the planning group thinks about how the hazard or threat is likely to develop, the types of prevention and/or protection efforts available and needed, including warnings, and analyzes the impact on the jurisdiction and specific consequences – for example damage to buildings and infrastructure, injuries, displacement of people and pets, etc.

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Establish Goals and Objectives

- Use hazard information
- Determine needed capabilities for response and recovery
- Identify goals, tasks, and timeline

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All hazards planning is an approach to planning which identifies and analyzes the common effects hazards may have on a community. For example, flooding may force residents from their homes, creating the need for shelters for people and pets. Likewise, a HAZMAT release may also result in the need for sheltering. While these hazards are very different in how they may occur, they both may result in the need to provide shelter to people displaced by the incident. With this in mind, the jurisdiction's sheltering plan can be developed to be effective in multiple situations.

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All-Hazards Planning: Example

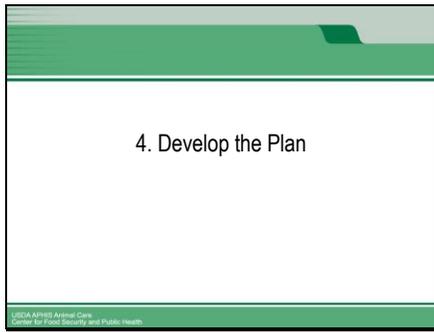
- Common features among hazards
 - Flooding, HAZMAT release, tornado, etc.
 - Evacuate people and pets
 - Need shelters
- Develop: Plans for sheltering for multiple hazards



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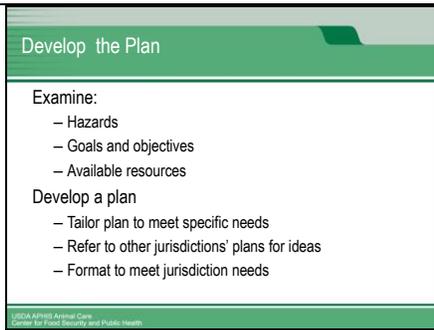
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Now it is time to develop a plan. The core planning committee takes the results of the risk assessment, goals and objectives, the available resources and needs of the community and crafts a plan. It is essential to tailor the plan to meet the specific needs of the community and the resources available.

It may be helpful to review other jurisdictions' plans to see how various issues were described or handled. There is no required format for emergency plans. CPG 101(- Comprehensive Preparedness Guide - see slide 40) discusses several different formats, but the decision depends on the community.

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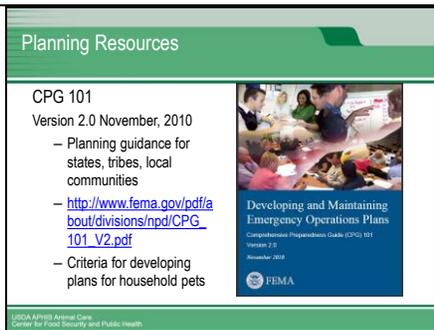


This slide lists the major operational areas of an animal emergency plan. These mission areas were described in detail earlier in this course, so we will not go into them in detail here.

Each jurisdiction is different and some of these missions may be more highly emphasized in some jurisdictions when compared to others. If a mission area is essential to a jurisdiction, the animal emergency plan must contain information about the mission area and the jurisdiction should train personnel on the plan and complete exercises practicing the plan.

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A variety of resources are available to assist with the development of an animal emergency response plan. The next few slides describe a few of the resources.

Comprehensive Planning Guide 101 is published by FEMA to provide general guidance to communities in developing emergency operations plans. It is designed to aid state, local, territorial and tribal jurisdictions with emergency planning. The link to the document shown on this slide and all urls noted in the presentation are provided in your course materials.

CPG 101 also provides a format commonly used in emergency planning documents.

Pages 4-22 – 4-25 contain a checklist of items related to planning for household pets and service animals under the general topics of:

- Preparedness
- Evacuation support
- Shelter operations
- Registration and animal intake
- Animal care
- Public information and outreach
- Recordkeeping

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Planning Resources

- Animal Emergency Planning Roadmap: NASAAEP Planning & Resource Management Working Group www.nasaaep.org (in the NASAAEP Best Practice Library)
- AVMA Emergency Preparedness and Response Guide <https://ebusiness.avma.org/EBusiness50/ProductCatalog/product.aspx?ID=193>
- Plans from other jurisdictions

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The National Alliance of State Animal and Agricultural Emergency Programs (NASAAEP) has convened a number of Best Practices Working Groups to tackle issues related to animal emergency response. The Planning and Resource Management Best Practices Working Group has developed an Animal Emergency Planning Roadmap to assist organizations in the planning process. The document is forthcoming and will be released through the NASAAEP Animal Emergency Management Resource Library available at www.nasaaep.org

The American Veterinary Medical Association has developed an Emergency Preparedness and Response Guide which is available as a download from the AVMA's website.

Web addresses for the information on this slide is available in your course materials.

Looking at plans from other jurisdictions can provide helpful information about plan organization and structure. In order to be effective, each jurisdiction must tailor its plan to its own specific situation.

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5. Prepare, Review and Approve

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Prepare, Review and Approve

- Develop draft plan
- Circulate final draft to responsible organizations
 - Review comments
- Follow jurisdictional procedures for approval

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Now it is time to prepare a written draft plan. Drafts should be circulated among stakeholders with particular responsibilities under the plan for review and comment.

Each jurisdiction will have its own procedures for approval of the final plan. Some jurisdictions may require plans be submitted to elected officials for final approval, some may require that only parts of the plan (Basic Plan) be submitted for approval.

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6. Exercise and Periodically Update the Plan

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Exercise and update

- Test effectiveness through exercises and training
- Review and update – plan assigns someone to be responsible for plan



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Review, execution and updating of plans is a continual process. Training responders on the plan is essential to ensuring that the plan can be successfully executed during an actual incident. Training opportunities help responders learn their roles and understand how the plan works and helps fine tune the plan.

Exercises are an opportunity for responders to practice what they have learned. Exercises help identify weaknesses in the plan, reveal situations that the plan may not have contemplated, identify gaps in training and aid in communication and collaboration between responders. The photo is of an exercise conducted to test methods for transporting dogs in trucks.

Photo: USDA APHIS AC: Scott Bauer

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Exercises

- Familiarize personnel with roles and responsibilities
- Assess and validate policies, plans, procedures, training equipment, assumptions and interagency agreements
- Improve interagency coordination and communication
- Learn about shortcomings and improve plan
- Measure performance

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“Well-designed and well-executed exercises are the most effective means of:

- Assessing and validating policies, plans, procedures, training, equipment, assumptions, and interagency agreements;
- Clarifying roles and responsibilities;
- Improving interagency coordination and communications
- Identifying gaps in resources;
- Measuring performance;
- Identifying opportunities for improvement.”

(HSEEP vol. 1 Chapter 1 Homeland Security Exercise and Evaluation Program Overview)

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HSEEP

Homeland Security Exercise and Evaluation Program

- FEMA, Preparedness Directorate, DHS
- National standards for exercise:
 - Design
 - Development
 - Conduct
 - Evaluation
 - Improvement

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The Department of Homeland Security through the FEMA Preparedness Directorate established the Homeland Security Exercise and Evaluation Program (HSEEP) which established national standards for the design and development of exercises.

HSEEP contains standardized methods and terminology for the design, development, conduct, evaluation and improvement of exercises. Following HSEEP’s guidelines ensures that an exercise meets the uniform standards devised for exercises.

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HSEEP

Link to HSEEP information:
https://hseep.dhs.gov/pages/1001_HSEEP7.asp



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Exercises can be conducted in a variety of different levels and involve as few or many agencies as desired. Exercises range from tabletop exercises, where agency representatives talk through the response activities; to “boots on the ground” field exercises; up to national level exercises with a training scenario involving many people from multiple agencies.

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Types of Exercises

- Seminars, workshops and tabletop exercises
- Drills, command post/functional exercises, and full scale exercises
- Exercises can include:
 - Single agency/jurisdiction
 - Multiple agencies/jurisdictions
 - National Level Exercises

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Updating plans

- Based on evaluation of exercises and actual response
- May need to incorporate changing statutes, policies, and resources
- Opportunity to periodically engage stakeholders

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Evaluation of exercises is an important tool for learning about how the plan functioned and its strengths and weaknesses.

For all exercises the evaluation process includes a formal exercise evaluation, an analysis and the drafting of an after action report/improvement plan.

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Conclusion

You should now be able to:

- Generally describe local and state planning processes for animals
- Briefly describe how exercises and periodic planning updates can maintain plan integrity

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Now you should be able to do the following:

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Questions ?

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Acknowledgements

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