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**National Alliance of  
State Animal and  
Agricultural  
Emergency Programs  
(NASAAEP)**

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**Planning and  
Resource  
Management Best  
Practices**

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**NASAAEP Planning  
and Resource  
Management  
Working Group**

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**June 2012**

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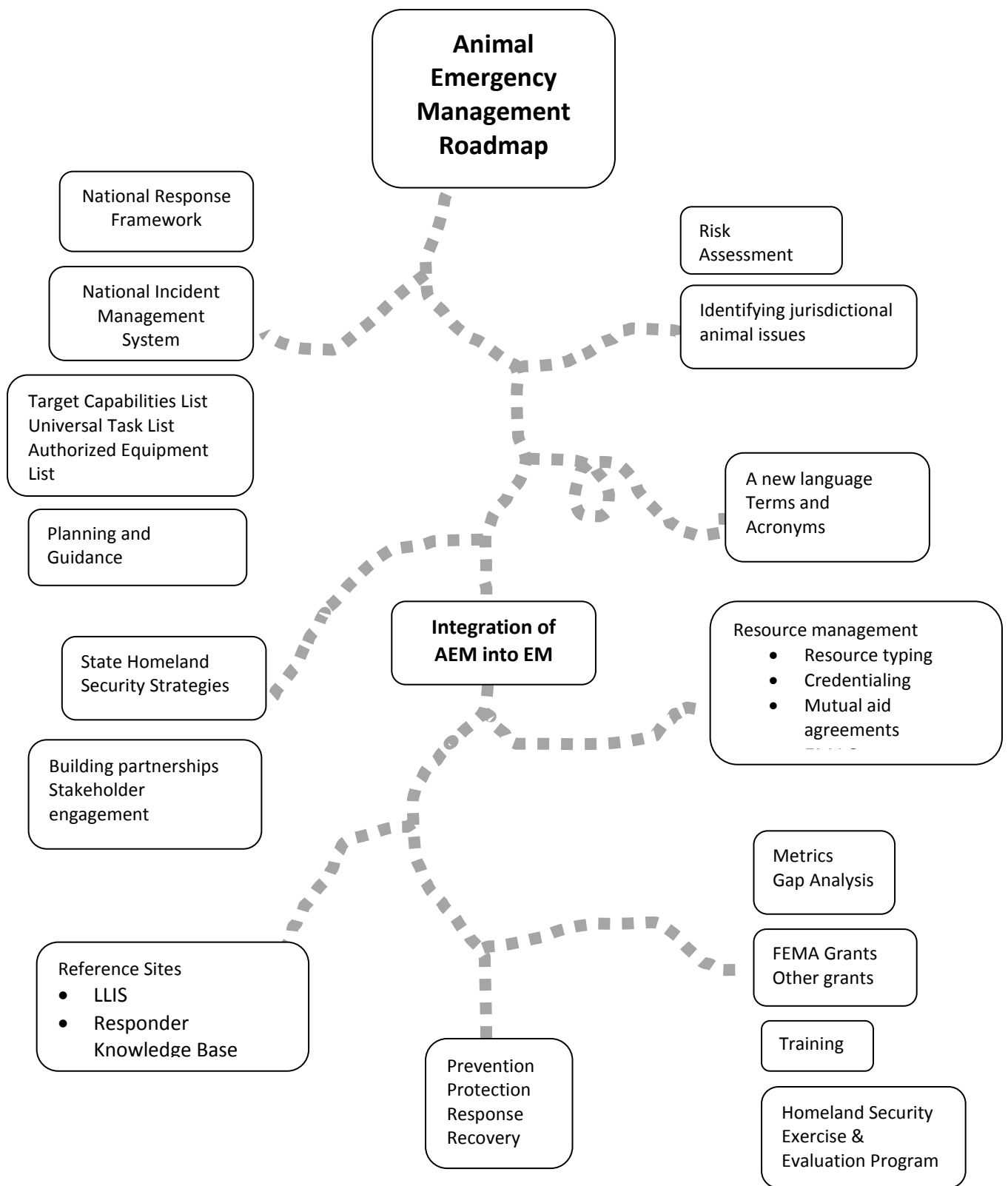


Figure 1: Animal Emergency Management Roadmap

## **SECTION I: INTRODUCTION AND JUSTIFICATION**

### **Purpose of this document**

Animal emergency management is a complex array of responsibilities and capabilities shared among many individuals from many sectors, including local, State, Tribal, Territorial, Federal, and non-governmental arenas. However, specific to this document, the term Animal Emergency Manager (AEM) will refer to those individuals who possess some, if not primary, responsibility for creating jurisdictional emergency plans that encompass animal issues. The AEM is supported by a wide variety of stakeholders within each jurisdiction who bring expertise, resources, and the energy needed to complete the planning process, fuel preparedness efforts, and engage in response and recovery operations in accordance with the jurisdictional plan. The purpose of this document is to provide a “roadmap” to assist those responsible for animal emergency management in their jurisdictions to locate and identify essential information and provide links to more detailed references.

Response operations are a critical element of which the planner needs significant familiarity and, optimally, experience. Due to response operations encompassing such a wide field, only a cursory discussion is made of response in this document. The reader is encouraged to engage other resources for response information.

The Roadmap is intended to be a living document and updated versions will be published periodically. Agencies, individuals, and organizations with suggestions to expand, update, or correct information in the Roadmap should contact the NASAAEP Planning and Resource Management Best Practice Working Group at: [prmg@nasaaep.org](mailto:prmg@nasaaep.org)

### **Using the Roadmap**

Effective planning and preparedness for all phases of emergency management requires a diverse knowledge base. The Roadmap (Figure 1) provides a visual representation of the elements of successful animal emergency management and emphasizes the collaborative role of Local, State, Tribal, Territorial and Federal agencies. Non-governmental organizations may benefit from the Roadmap as well by expanding their knowledge base and developing an appreciation for the system in which the jurisdictional authorities will be addressing animal issues.

The diagram above represents the twists and turns that the planning process takes in its development. It might also serve as an overall checklist to the new animal emergency manager. If there is something on the Roadmap graphic with which you are unfamiliar, then you have something to add to your goals.

## **What animals does animal emergency management address?**

The AEM may find they need to first justify their efforts to the jurisdiction's political leadership. The following discussion, when combined with information on federal mandates, will help the AEM in selecting justifications applicable to their jurisdiction.

Animal emergency issues are diverse, ranging throughout all animal types and animal-dependent systems within our society. Primary categories addressed within this document include:

- Household pets
- Service animals
- Commercial livestock
- Non-commercial or “backyard” livestock
- Working animals
- Wildlife (both native and captive exotic species). Notably, the captive wildlife community includes some of the following facility types:
  - Zoos, both AZA accredited and non-accredited
  - Sanctuaries
  - Wildlife rehabilitation facilities
  - Entertainment industry facilities(circus, mobile)
  - Exotic ranching interests
  - Small exhibitors
  - Aquaria
- Biomedical research animals

## **Why plan ahead for emergency animal issues?<sup>1</sup>**

There are several reasons why integrating animal concerns into an emergency operations plan boosts the potential of the plan to save human lives.

### **1. Protection of public safety:**

People may put themselves at risk to protect animals and, through their actions or inactions, endanger responders or divert critical response resources. While this conduct is well documented pertaining to household pets (as in Hurricane Katrina and other incidents), similar behaviors may occur in livestock owners. Zoos and aquaria have been severely damaged during storms, with teams of employees remaining behind to care for these animals. Containment facilities have been compromised, allowing the escape of dangerous species. Isolated animal escapes also occur, potentially threatening the safety of employees and the general public. Jurisdictions can be expected to better protect the public and responders by managing animal issues effectively during emergency incidents.

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<sup>1</sup> Sections of this text have been adapted from the United States Department of Agriculture (USDA) Animal and Plant Health Inspection Service (APHIS) Animal Care Course “Introduction to Animal Emergency Management” developed by the Center for Food Security and Public Health, Iowa State University.

2. **Protection of public health:**

- **Mental health:** In times of disaster, survivors and responders are all under tremendous physical and mental stress. The loss of pets or other animals can be a serious source of grief and anxiety. The safety and survival of animals may positively support the mental health of both survivors and responders. In many cases, allowing evacuees in an emergency shelter to have some access to their animals and help care for them have very positive mental health benefits.
- **General health:** Zoonotic diseases are infectious diseases that can infect both people and animals. The risk of zoonotic diseases may increase during disasters and reasonable actions must be taken to control risk. Such actions may include assuring appropriate animal decontamination, preventive healthcare and disease monitoring of sheltered animals, controlling stray animal populations, removal of animal carcasses, tracking and managing animal bites (to people or other animals), and distributing public information on zoonotic disease risks.

3. **Protection of livestock agricultural systems:** Livestock play a key role in our nation's supply of food and fiber. Livestock agriculture is a key component of our national economy, comprising approximately 13% of the U.S. gross domestic product. Many rural communities rely on agriculture as a critical element of their local economy. Appropriate jurisdictional plans and response capabilities pertaining to livestock agriculture, including foreign animal disease response, should be a key element of emergency operations plans for many jurisdictions.
4. **Service animals** assist people with disabilities. The Americans with Disabilities Act (ADA) provides certain protections for people with service animals. Both the ADA and the Stafford Act include mandates regarding service animals and should be addressed when developing emergency operations plans.
5. **Emergency response or working animals** provide essential services to military, law enforcement and emergency response agencies. Police, search and rescue, and service animals are granted special legal protections and privileges beyond those of most other animals and should be provided with the highest level of care.
6. **Animal welfare/well-being:** Animals possess a high societal value due to the very strong and special bond between them and their owners. The human-animal bond may exist between humans and household pets or other animals, including those within the managed wildlife community. People may risk their lives for animals. The media has historically been highly interested in the animal story elements during disasters, and actions or inactions on the part of emergency management may face substantial public scrutiny. The AEM has an opportunity to coordinate efforts within their jurisdiction to create effective plans consistent with the community view on animal welfare or well-being.
7. **Captive or concentrated animal populations:** Captive and/or concentrated animal populations may exist in a variety of settings, including:

- Biomedical research facilities
- Zoos, sanctuaries, wildlife parks
- Commercial breeding operations/pet retailers
- Kennels/veterinary hospitals/animal shelters
- Confined animal feeding units/feedlots/intensive livestock farming operations

These facilities may pose special challenges in animal emergency management for several reasons:

- Number of animals present
- Special evacuation/transportation needs
- Special needs animal populations
- High value or rare or endangered species
- Location of facilities for sheltering after evacuation
- Potential danger to people in dealing with large carnivores such as bears, exotic cats, etc.
- Appropriate management of native and exotic free- ranging or captive wildlife requires a multidisciplinary approach and a unique skill set

The community may not have adequate resources available to meet the immediate needs of such facilities in a disaster. The local AEM must communicate the necessity for contingency planning to such facilities and help integrate the facility emergency plan with the jurisdictional emergency plan.

8. **Native wildlife:** The impact of a disaster on native wildlife, critical environments, or threatened/endangered species may be significant. Management of wildlife during disasters is challenging, but also a source of intense media and public interest. Displaced wildlife seeking food and shelter may encounter humans in unusual and potentially dangerous circumstances, such as when snakes seeking higher ground end up in houses.

In addition, animal diseases in wild populations can impact domestic livestock or people. Examples include:

- Brucellosis (Yellowstone National Park) impact on cattle herds
- Foot and Mouth Disease (ability to be spread by wildlife)
- West Nile Virus (presence in wild bird populations)
- Avian Influenza (presence in migratory birds)

In summary, the AEM must choose the applicable justifications and champion inclusion of animal response plans to the jurisdictional political leadership. An emergency management truism is “It’s easier to explain why you need a plan, than why you didn’t have one!”

### **Understanding hazards, vulnerabilities, consequence, probability, and risk:**

Below are some key terms that form the basis for appropriate emergency planning:



Hazards: Threats that can negatively impact people, infrastructure, property, systems, or the environment. Hazards may be natural or man-made, including accidents and intentional criminal acts.

Hazards include:

- Weather hazards: Hurricanes, tornadoes, flood, severe winter storms, severe thunderstorms, drought, etc.)
- Geological hazards: Earthquakes, tsunamis, volcanoes, etc.
- Wildfire: Natural, accidental or arson; grassland or forest
- Infrastructure failure: Dam or bridge collapse, natural gas explosions, power outages, telecommunications failures, heating/cooling failures, etc.
- CBRNE Hazards: Chemical, biological, radiological, nuclear and explosive hazards may be intentional or accidental. Of particular concern to the AEM will be an animal health emergency or zoonotic disease (diseases that move between animal and people) emergency.
- 'Physical Plant' hazards: poor maintenance, storage of combustibles, etc.
- Human error is the single largest cause of workplace emergencies: poor training, poor maintenance, carelessness, misconduct, substance abuse, and fatigue can lead to any number of mishaps from minor to catastrophic.

Vulnerabilities: People, infrastructure, property, systems, or the environment which are susceptible to injury or damage caused by the hazard.

Consequence: The degree to which a hazard impacts vulnerable elements within a jurisdiction. For instance, a windstorm may have lower consequence with many lightly damaged roofs compared to a large tornado that leaves a large area of severe destruction. A single case of a certain foreign animal diseases on US soil could result in trade restrictions that could cost the nation billions of dollars over months or even years due to lost export markets.

Probability: The likelihood of the threat impacting a vulnerable population or resource. For example, a tsunami is unlikely in Iowa, where flooding or tornados are far more likely.

Risk: A sum total of the hazard, vulnerability, consequences, and probability. For example, a community risk assessment would consider all the above in determining the greatest overall risks to the community. While emergency preparedness is all-hazards at the core, the jurisdiction will need to assess what resources to commit, including time, equipment, mitigation, training, etc., in addressing those most important risks to the community.

Example: A community risk assessment may show that wildfire, flash flooding, tornado, and severe winter storm are the key risks. For flash flooding, it is estimated that a 100 year flood could result in a handful of fatalities, while a less likely 500 year flood could result in an estimated 1000 fatalities. While most response preparations are performed in an all-hazards approach, additional resources are invested in flood plain mitigation through a combination of zoning restrictions, relocation of structures from the flood plain, implementing a series of

warning sirens, and working to create several flood control projects in the drainages above the community to further lessen the likelihood of such an incident.

### **Critical infrastructure and key resources**

There are numerous buildings, operations, or systems in the United States considered critical or very important to the security of the nation. The Department of Homeland Security (DHS) helps coordinate the identification and protection of such entities in our nation. The National Infrastructure Protection Plan (NIPP) is an important element of emergency management.

More information on the NIPP and the various jurisdictional or organizational roles can be found at: <http://www.dhs.gov/files/programs/critical.shtm>.

## **SECTION II: GETTING STARTED**

### **What are the Federal, State or other mandates?**

At the federal level, multiple mandates are directly related to animal emergency management. Many more mandates impact broader emergency management and response actions and therefore impact animal issues as well. This section discusses federal mandates focused on animal issues.

1. Homeland Security Presidential Directives: A list of all Homeland Security Presidential Directives can be found at: [http://www.dhs.gov/xabout/laws/editorial\\_0607.shtm](http://www.dhs.gov/xabout/laws/editorial_0607.shtm). Most can be viewed, but at least two are classified. While all are important, the following are foundational:
  - [HSPD – 5: Management of Domestic Incidents](#). Enhances the ability of the United States to manage domestic incidents by establishing a single, comprehensive national incident management system. This is the basis for National Incident Management System (NIMS).
  - [HSPD – 8](#). Identifies steps for improved coordination in response to incidents. This directive describes the way federal departments and agencies will prepare for such a response, including prevention activities during the early stages of a terrorism incident. This directive is a companion to HSPD-5. This is the basis for the National Response Framework (NRF).
  - [HSPD – 9](#). Establishes a national policy to defend the agriculture and food system against terrorist attacks, major disasters, and other emergencies.
2. Animal Health Protection Act of 2002 (AHPA): This act gives the United States Department of Agriculture (USDA) specific powers related to animal health and protection of U.S. Animal Agriculture from domestic and foreign disease threats. USDA Animal and Plant Health Inspection Service (APHIS) Veterinary Services (VS) is the primary animal health authority within USDA. The text of the AHPA can be found at: <http://uscode.house.gov/download/pls/07C109.txt>
3. Animal Welfare Act (AWA) and Horse Protection Act (HPA): The AWA is the essential authority for USDA, through APHIS Animal Care (AC), to regulate the welfare of primarily non-agricultural animals at certain facilities, including exhibitors (zoos, sanctuaries, aquariums, entertainment industry), biomedical research, wholesale pet breeding, and commercial transporters of animals. The Horse Protection Act is designed to eliminate the practice of “soring” in the training, show, and sale of horses. The statutes and regulations of the AWA and HPA do not apply to general animal populations in disaster situations, but the personnel who enforce these laws are an essential part of the federal capability.
4. The Stafford Act: Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) 42 U.S.C. 5121-5206, (P.L 93-288 as amended) creates an orderly and systematic means of delivering federal disaster assistance to states, tribes, and local governments. It authorizes the President, through the Federal Emergency Management Agency (FEMA), to

provide assistance to state, tribal and local governments, certain non-profit organizations, and individuals to support response, recovery and mitigation efforts following a presidentially declared major disaster or emergency.

<http://www.fema.gov/about/stafact.shtm>

5. Pets Evacuation and Transportation Standards Act (PETS Act) and the Post Katrina Emergency Management Reform Act (PKEMRA): These acts were enacted by Congress in the aftermath of Hurricane Katrina, modifying the Stafford Act to mandate that governments plan for and assist with the evacuation and sheltering of household pets and service animals. The Stafford Act mandates that state and local plans address the rescue, care, shelter, and essential needs of individuals and their pets and service animals. The PETS Act authorizes the FEMA administrator to provide funding to States, but does not provide specific funding. Thus, current FEMA grant programs, such as the State Homeland Security Grant program, can fund household pet projects within the broader spectrum of emergency management projects.

Additionally, States, Tribes, Territories, and local jurisdictions may enact statutes that create additional planning obligations. The AEM should determine if any such statutes apply to their jurisdiction. As of February, 2010, eleven States or Districts have enacted laws with some form of requirement for creating State or local plans for pets (Oregon, Nevada, Texas, Louisiana, Illinois, New Hampshire, Connecticut, New York, Virginia, Florida, and the District of Columbia). Oregon's statute requires plans for the evacuation of livestock and Louisiana mandates emergency plans for animal facilities.

Mandates for disaster preparedness and contingency planning for the managed wildlife communities vary. Zoos, aquaria and sanctuaries that are members of governing associations (Association of Zoos and Aquariums, Global Federation of Animal Sanctuaries, etc.) have some requirement for emergency preparedness as part of their accreditation process. Additionally, all licensed exhibitors that house marine mammals are required to have written contingency plans as required by the Animal Welfare Act.

USDA APHIS Animal Care has proposed a rule that would require contingency (emergency) planning for all facilities regulated under the Animal Welfare Act. This rule is expected to make such facilities more disaster resilient and elevate the ability of such facilities to take care of their own needs and better protect during a disaster. The needs of many of these facilities are beyond the capabilities of local responders to address making facility planning essential for the safety of both animals and people.

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#### **Who is the Animal Emergency Manager?**

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**In this document, the title “Animal Emergency Manager” is necessarily a loosely defined term and in many, if not most, jurisdictions, no one is endowed with that specific title. Rather, the AEM refers to those individuals who possess some, if not primary, responsibility for creating and supporting jurisdictional plans that encompass animal issues. This document is designed to be helpful to all AEMs in fulfilling their responsibilities.**

## Who is responsible for emergency planning?

Ultimately, elected officials are responsible for emergency plans and the management of disasters within their jurisdiction. Almost always, however, these responsibilities are assigned to an executive agency via statute and policy. In most jurisdictions, the emergency management agency has the responsibility to prepare plans and support an emergency incident. The authority for response depends on the nature of the emergency and the statutory authorities of agencies in that jurisdiction. Emergency plan development occurs under the supervision and authority of the emergency management agency, but requires extensive input from stakeholders and subject-matter experts. The title emergency manager typically refers to the head of the jurisdictional emergency management agency.

## Who are the stakeholders?

Stakeholders are agencies, organizations, enterprises, and individuals who have an interest in animal emergency planning, who have expertise in the subject, or have resources available for mitigation, planning, preparedness, response, or recovery.

The following types of stakeholders should be considered in developing State, Territorial, Tribal, or local planning efforts:

### State, Territorial or Tribal Stakeholders

Table 2.1

State, Territorial, or Tribal Stakeholders	Corresponding Local Stakeholders
Emergency management agency	Emergency management agency
Department of agriculture and/or animal health official	Usually no local agricultural agency
Public health agency	Public health agency
Environmental health agency	Environmental health agency
Human services/housing authority	Human services/housing authority
University and/or Cooperative Extension	University and/or Cooperative Extension
Public safety agency	Law enforcement/mounted search and rescue/posse, Fire/EMS agencies
Animal control Associations	Animal control agency/animal shelter
Veterinary medical associations American Association of Zoo Vets American Association of Wildlife Veterinarians	Local veterinary medical associations/practitioners
Livestock industry associations	Local livestock associations/enterprises
Animal welfare associations	Animal welfare organizations
Voluntary Agencies Active in Disaster (VOAD) and affiliated Organizations (Red Cross, etc.)	Voluntary agencies (Red Cross, others)
Citizen Corps Council	Citizen Corps programs
	Medical Reserve Corps Units
Private foundations	Private foundations
	Kennels and animal service enterprises
	Animal feed or retail enterprises
	Concerned citizens

### **Federal Partners (not an exhaustive list)**

Federal partners (listed below) provide guidance, resources, and coordination as needed at the local and regional levels.

#### Department of Homeland Security: [www.dhs.gov](http://www.dhs.gov)

- Federal Emergency Management Administration: [www.fema.gov](http://www.fema.gov)
  - FEMA Regional Offices: <http://www.fema.gov/about/regions/index.shtm>
  - FEMA Training Programs: <http://www.fema.gov/prepared/train.shtm>
  - Grants and Assistance: <http://www.fema.gov/emergency/grant.shtm>
  - Public Assistance: <http://www.fema.gov/government/grant/pa/index.shtm>
- Lessons Learned Information Sharing site: [www.LLIS.gov](http://www.LLIS.gov)
- Citizen Corps: [www.citizencorps.org](http://www.citizencorps.org)

#### United States Department of Agriculture: [www.usda.gov](http://www.usda.gov)

- Animal and Plant Health Inspection Service: <http://www.aphis.usda.gov>
  - Animal Care:
    - Enforcement of Animal Welfare Act and Horse Protection Act
    - Support of the safety and well-being of the pets mission under ESF #11.
  - ESF #11 Agriculture and Natural Resources: APHIS coordinates ESF #11 for USDA and the Department of Interior.
  - Veterinary Services
    - National responsibility for ongoing animal health issues
    - Animal health emergency response
  - Wildlife Services
    - Multiple missions pertaining to wildlife issues in agriculture and other sectors (such as airports).
- Food Safety Inspection Service: Inspection of meat, poultry and egg processing sites. <http://www.fsis.usda.gov/>
- Food and Nutrition Service:
  - Food commodities programs, including support of schools and Federal Supplemental Nutrition Assistance Program (formerly food stamps).
  - Disaster Supplemental Nutrition Assistance Program (DSNAP) and support of mass care feeding under ESF #11.

#### Department of Health and Human Services: <http://hhs.gov>

- US Public Health Service: <http://www.usphs.gov/>
- Center for Disease Control and Prevention: <http://www.cdc.gov/>
- Medical Reserve Corps: <http://www.medicalreservecorps.gov/HomePage>

Department of Defense: <http://www.northcom.mil/>

### **Key Non- Governmental Partners**

Some organizations that have key roles in animal emergency management issues include:

#### Emergency management organizations

- National Alliance of State Animal and Agricultural Emergency Programs (NASAAEP) [www.nasaaep.org](http://www.nasaaep.org)
- National Emergency Management Association (NEMA) [www.nemaweb.org](http://www.nemaweb.org)
- International Association of Emergency Managers (IAEM) [www.iaem.com](http://www.iaem.com)
- National Voluntary Organizations Active in Disaster (NVOAD) [www.nvoad.org](http://www.nvoad.org)
- The National Animal Rescue and Shelter Coalition (NARSC) [www.narsc.net](http://www.narsc.net)

#### Livestock organizations

- National Association of State Departments of Agriculture (NASDA) [www.nasda.org](http://www.nasda.org)
- National Institute for Animal Agriculture (NIAA) [www.animalagriculture.org](http://www.animalagriculture.org)

#### Veterinary and animal health organizations

- American Veterinary Medical Association: [www.avma.org](http://www.avma.org)
- United States Animal Health Association [www.usaha.org](http://www.usaha.org)
- National Assembly of State Animal Health Officials (NASAHO) <http://www.nasda.org/cms/7195/8878/13190.aspx>

#### Animal Welfare Organizations and Key Voluntary Organizations

- American Red Cross [www.redcross.org](http://www.redcross.org)
- American Humane Association [www.americanhumane.org](http://www.americanhumane.org)
- American Society for the Prevention of Cruelty to Animals [www.asPCA.org](http://www.asPCA.org)
- Best Friends Animal Society [www.bestfriends.org](http://www.bestfriends.org)
- Code 3 Associates [www.code3associates.org](http://www.code3associates.org)
- International Fund for Animal Welfare [www.ifaw.org](http://www.ifaw.org)
- National Animal Control Association [www.nacanet.org](http://www.nacanet.org)
- PetFinder Foundation [www.petfinderfoundation.com](http://www.petfinderfoundation.com)
- Society of Animal Welfare Administrators [www.sawanetwork.org](http://www.sawanetwork.org)
- United Animal Nations, now known as RedRover <http://www.redrover.org/>

#### Zoological organizations

- Association of Zoos and Aquariums(AZA) [www.aza.org](http://www.aza.org)
- American Veterinary Medical Association (AVMA) [www.avma.org](http://www.avma.org)
- American Association of Zoo Veterinarians (AAZV) [www.aazv.org](http://www.aazv.org)
- American Association of Wildlife Veterinarians (AAWV) [www.aawv.org](http://www.aawv.org)
- Global Federation of Animal Sanctuaries (GFAS) [www.sanctuaryfederation.org](http://www.sanctuaryfederation.org)
- National Wildlife Rehabilitators Associations (NWRA) [www.nwrawildlife.org](http://www.nwrawildlife.org)
- Association of Reptilian and Amphibian Veterinarians (ARAV) [www.arav.org](http://www.arav.org)
- Exotic Wildlife Association (EWA) [www.exoticwildlifeassociation.com](http://www.exoticwildlifeassociation.com)
- American Association of Zoo Keepers (AAZK) [www.aazk.org](http://www.aazk.org)





### EXAMPLE: BUILDING LOCAL PARTNERS

Betty Jones is the Imperial County Emergency Manager. She knows that the County needs an animal plan, but the current county emergency operations plan says nothing about animals. Betty reports directly to the County Manager, who arranges for her to brief the Commissioners on the need for an animal plan. They give their enthusiastic endorsement to the plan. Betty calls a meeting at her office and invites the Animal Control Supervisor, Sheriff, Cooperative Extension Agent, Public Health Director, Community Emergency Response Team leader, the director of the local zoo, the local animal shelter director, two local veterinarians, local chapter of the American Red Cross, the county livestock association and the local equestrian group President to attend. Miraculously, they all show up. In the meeting, they discuss the animal issues within the county, their resources, past disaster experiences, mandates, and options. The group agrees to form a steering committee of key stakeholders to work on the development of an animal annex to the county plan and develop a County Animal Response Team program to increase the response capabilities in the county. The Steering Committee agrees to meet monthly to draft a plan and develop an outline for a CART program.

Over the next year, the group works to develop a draft annex and a concept for a formal CART program. A meeting is scheduled for a broader group of stakeholders, including citizens, businesses (veterinarians, feed stores, kennels, groomers, etc.) and livestock producers. At the meeting, they explain the plan and the CART proposal and get feedback from the individuals and groups at the meeting. A few weeks later, they submit the final draft of the plan to the County Commissioners for approval. Once approved, it becomes part of the County Emergency Operations Plan.

Once the plan is completed, Betty and the Steering Committee develop a plan for training personnel and to exercise the plan. In doing so, they scour the Target Capabilities List and Universal Task List to develop a more detailed concept of the tasks they have the capability to perform and which tasks will require additional equipment and training to perform. This process also facilitates developing a grant proposal in order to secure funding for supporting training, equipment, and exercise needs for animal missions under their plan.

## FEMA planning guidance and other planning resources

Guidance materials from FEMA and other sources are available. Prior to leading a jurisdictional planning effort, AEMs should familiarize themselves with these documents.

### National Incident Management System (<http://www.fema.gov/emergency/nims/>)

The [\*National Incident Management System\*](#) provides a systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector. Their goal is to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life and property and harm to the environment.

NIMS includes five major components:

- Preparedness
- Communications and Information Management
- Resource Management
- Command and Management
  - Incident Command System (ICS)
  - Multi-Agency Coordination Systems (MACS)
  - Public Information
- Ongoing Management and Maintenance

### National Response Framework (<http://www.fema.gov/emergency/nrf/>)

The *National Response Framework (NRF)* presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies – from the smallest incident to the largest catastrophe. The *Framework* defines the key principles, roles, and structures that organize the way we respond as a nation. It describes how communities, tribes, States, the federal government, and private-sector and nongovernmental partners apply these principles for a coordinated, effective national response. The *National Response Framework* is always in effect, and elements can be implemented at any level at any time.

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**NIMS works hand in hand with the National Response Framework (NRF). NIMS provides the template for the management of incidents, while the NRF provides the structure and mechanisms for national-level policy for incident management.**

The NRF is supported by a number of annexes, including:

- Emergency Support Functions (ESFs) For more information on ESF functions visit [www.fema.gov/pdf/emergency/nrf/nrf-esf-intro.pdf](http://www.fema.gov/pdf/emergency/nrf/nrf-esf-intro.pdf)
- Support Annexes : The Support Annexes describe how federal departments and agencies; State, tribal, and local entities; the private sector; volunteer organizations; and nongovernmental organizations (NGOs) coordinate and execute the common functional processes and administrative requirements necessary to ensure efficient and effective incident management. During an incident, numerous procedures and administrative functions are required to support incident management. [www.fema.gov/pdf/emergency/nrf/nrf-support-intro.pdf](http://www.fema.gov/pdf/emergency/nrf/nrf-support-intro.pdf)

- Incident Annexes: The Incident Annexes describe the concept of operations to address specific contingency or hazard situations or an element of an incident requiring specialized application of the Framework.

<http://www.fema.gov/emergency/nrf/incidentannexes.htm>

**Official DHS- FEMA Reference Sites supporting NIMS and the NRF:**

- **DHS Lessons Learned Information Sharing Site:** [www.LLIS.gov](http://www.LLIS.gov)  
LLIS contains thousands of reference documents and multiple forums pertaining to emergency management and homeland security. To access the LLIS site you must first register and request permission, providing a reference to an official who can vouch for your need to be granted access.
- **Responder Knowledge Base:** [www.rkb.us/](http://www.rkb.us/)  
A secure site with access by application. Access is relatively easy for those who need to be granted permission. RKB contains, among other feature, the Authorized Equipment List.

**FEMA Planning Guidance: CPG 101** (<http://www.fema.gov/about/divisions/cpg.shtm>)

The FEMA Comprehensive Preparedness Guide, CPG 101 provides general guidelines for developing Emergency Operations Plans (EOPs). It promotes a common understanding of the fundamentals of planning and decision making to help emergency planners examine a hazard and produce integrated, coordinated, and synchronized plans. This Guide helps emergency managers in State, Territorial, Local, and Tribal governments in their efforts to develop and maintain a viable all-hazard EOP.

[http://www.fema.gov/pdf/about/divisions/npd/CPG\\_101\\_V2.pdf](http://www.fema.gov/pdf/about/divisions/npd/CPG_101_V2.pdf)

**National Alliance of State Animal and Agricultural Emergency Programs** [www.NASAAEP](http://www.NASAAEP)

NASAAEP is an organization made up of representatives from state animal and agricultural emergency programs personnel, federal partners, and non-governmental organizations who are involved in animal emergency management. NASAAEP has created several Best Practices Working Groups made up of subject matter experts and dedicated to identifying best practices information about animal issues and disaster preparedness and response. The National Animal Rescue and Sheltering Coalition (NARSC) and American Veterinary Medical Association (AVMA) are key partners in this effort. This organization maintains a library of resources for animal emergency managers and stakeholders.

### **SECTION III: THE PLANNING PROCESS**

Official guidance from FEMA on State, Territorial, Tribal, and local planning can be found in the document Comprehensive Preparedness Guide 101 found at:

[http://www.fema.gov/pdf/about/divisions/npd/CPG\\_101\\_V2.pdf](http://www.fema.gov/pdf/about/divisions/npd/CPG_101_V2.pdf)

The information that follows is prepared as a summary representation of issues more thoroughly discussed in CPG-101 and other references.

#### **Overview of response operations**

There are a number of ways to categorize the operational aspects of animal emergency response; NASAAEP has used the following to organize their Best Practice Working Groups. The NASAAEP Website will provide a portal to gather information from the groups that will assist planners and responders in optimizing their capabilities.

The complexities of these mission areas are vast and beyond the scope of the Roadmap, other than to list the main sub-missions of each area. No plan and supporting operational procedures, however, can be complete without the expert opinion of jurisdictional and other experts in these mission areas. If a mission area is essential to a jurisdiction, then planning, training, and exercises must all work in harmony to produce the operational capability to perform such missions and the coordination capabilities to support those mission.

#### **1. Rapid needs assessment**

- Rapid and ongoing assessment of evacuation and sheltering needs, including triage and veterinary medical care.
- Rapid and ongoing assessment of shelter-in-place needs
- Rapid and ongoing assessment of other operational needs (ongoing hazards, animal search and rescue, animal decontamination/hazardous materials impacts, animal disease issues, carcasses, etc.)
- Rapid and ongoing assessment of community animal issues and infrastructures (at-risk animal populations, veterinary hospitals, animal shelters, kennels, livestock facilities, fairgrounds, animal feed and supply retailers, stray animals, wildlife issues, etc.)

#### **2. Animal evacuation and transportation**

- Support owners in the evacuation of their animals.
- Evacuate pets for owners relying on public transportation.
- Support the evacuation of animal facilities as possible.
- Transport groups of evacuated animals.

#### **3. Animal Search and Rescue**

- Urban search and rescue (USAR) support
- Primary animal search and rescue operations
- Technical animal rescue
- Animal control/stray management
- Dead animal documentation and disposal

#### **4. Animal emergency sheltering**

- Pet/animal sheltering operations
- Shelter-in-place support

- Owner-pet/animal reunion operations
- 5. **Veterinary medical care**
  - Veterinary triage
  - Veterinary clinical care
  - Veterinary animal and public health response
  - Veterinary euthanasia
  - Veterinary care for Search and Rescue and working animals
- 6. **Animal decontamination**
  - General decontamination (non-specific decontamination for floodwaters, debris, etc.)
  - Oil spill decontamination
  - Hazardous chemicals decontamination
  - Biological decontamination
  - Radiological decontamination
- 7. **Animal Disease emergency response:**
  - This is a huge operational area within animal emergency management and too complex to be covered here in any detail. Information on this area of response, however, can be found on the APHIS Web site at: [http://www.aphis.usda.gov/emergency\\_response/animals.shtml](http://www.aphis.usda.gov/emergency_response/animals.shtml). More specifically, the National Center for Animal Health Emergency Management works with States and industry on animal health emergency issues: [http://www.aphis.usda.gov/animal\\_health/emergency\\_management/](http://www.aphis.usda.gov/animal_health/emergency_management/).
  - Animal disease emergency response is most often driven by State and Federal authorities and supported by local jurisdictions. This differs from natural disasters where the primary authority for the incident exists locally with State and Federal support.

### **Stakeholder engagement and resource/capability identification**

The emergency operations plan for any jurisdiction is most importantly a plan to utilize existing resources and expertise within the jurisdiction. Secondly, the plan creates a pathway to access additional resources from outside the jurisdiction. In the initial planning phase, the core task is to identify the applicable stakeholders (resources) and engage them in the planning process.

This planning team should be charged with the following tasks:

1. Identify plans currently in place. This may simplify plan creation:
  - Existing evacuation plans, fire protection plans, safety and health plans, environmental policies, security procedures, closing policies, hazmat plans
  - Insurance policies, finance and purchasing agreements, capital improvement plans
  - Employee manuals
  - Mutual aid agreements or Memorandum of Understanding

2. Perform a risk assessment from the perspective of animal emergency management. This may or may not be a formal written document and may be a consensus achieved through discussions between the planning committee and jurisdictional emergency management.
3. Identify resources within the jurisdiction that could support animal emergency management issues. For example:
  - Personnel teams: fire brigade, security services, Weapons teams, evacuation teams, animal response teams, etc. PR department that your facility or jurisdiction may already have identified.
  - Equipment: What does your jurisdiction/facility have that can help in a disaster or emergency? Fire response equipment, heavy machinery, etc. What resources are available locally?
  - Facilities: Identify potential facilities for emergency operations, etc.? Is your facility integral in local jurisdictional plans for staging and support?
4. Determine what capabilities (response and support actions/missions) are necessary within the plan. Identify lead and support entities for each mission area.
  - Identify additional resources from outside the community that could be mobilized if jurisdictional resources are overwhelmed. If your disaster exceeds your ability to handle it 'in house' have you identified partners (these local emergency managers, fire department, contractors, police, sister institutions etc.)
5. Identify gaps in capabilities and help design solutions to mitigate gaps.

State, Territorial, Tribal, and local stakeholders are detailed in Table 2.1.

While it is critical to engage all the stakeholders in the process, the driving force behind the process can be a much smaller “steering committee.” In local communities a small group (or even one or two dedicated individuals) can make a huge difference in measurable progress as long as they:

1. Work under the umbrella of the appropriate emergency management agency. Local planners/agencies must be engaged in plan design.
  - Community emergency management office
  - Mayor or community administrator, planning commission, county commissioners
  - Fire/police/EMS/Public Works/utilities
    - These groups will help identify local codes and regulations such as OSHA, environmental organizations, Fire codes, zoning regulations, etc., which may play a role when developing individual plans.
2. Develop a working knowledge of animal emergency management and effective planning

3. Continually reach out to the broader stakeholder community, ensuring those that have the jurisdictional resources are engaged and supportive of the plan.

### **Building the plan**

**Format:** There are many variations on the format for emergency operations plans; however, the following topic headings are recommended in CPG 101 :

**The Basic Plan:** It is highly recommended that terms and language are clearly defined and consistent with common emergency management systems such as the Incident Command System.

- Introductory Material
- Purpose, Scope, Situation, and Assumptions
- Concept of Operations
- Organization and Assignment of Responsibilities
- Direction, Control, and Coordination
- Information Collection and Dissemination
- Communications
- Administration, Finance, and Logistics
- Plan Development and Maintenance
- Authorities and References

### **Supporting Annexes**

- Functional, Support, Emergency Phase, or Agency-Focused Annex Content
- Hazard-, Threat-, or Incident-Specific Annexes or Appendices
- Annex and/or Appendix Implementing Instructions
- Special Preparedness Programs

In most jurisdictions the animal emergency management plan will be an annex to the emergency operations plan. The planning group should discuss with the emergency management agency what format the plan should take.

### **Core plan elements vs. attachments or appendices**

Whether the animal emergency management plan is a stand-alone plan or an annex to a more comprehensive plan, it may be efficient to divide up the plan into a basic plan and attachments. The basic plan components are shown above. The attachments could include items such as:

- Contact/call-down lists
- Resource lists
- Checklists and forms
- Tactical plans (how to do what is assigned in the base plan):
  - Standard Operating Procedures (SOP)
  - Standard Operating Guidelines (SOG)
- Other information that does not need approval by the elected leadership of the jurisdiction.

## Emergency responsibilities matrix tool

A planning matrix may be a useful tool for communicating key responsibilities for animal emergency management and response within the jurisdiction. The planning matrix lists the missions or key tasks delineated in the animal emergency management plan on one axis and the agencies/organizations named in the plan on the other axis. The lead (L) and support (S) agencies/organizations are noted in the matrix. If two entities share the lead, a (U) can be placed indicating a unified lead.

The matrix allows a quick examination of the responsibilities under the plan, helping the community, agencies, organizations, and elected officials understand the partners and tasks set forth within the plan. Although not required and not part of the FEMA planning model, the planning matrix has been found useful by many emergency managers. An example of a planning matrix for a local community is included below. The lead, unified lead, and support agencies will vary greatly depending on the community.

Table 3.1

Animal Emergency Annex Planning Matrix <b>SIMPLE EXAMPLE</b>	Animal plan development and maintenance	Rapid needs assessment	Animal evacuation – pets	Animal evacuation – livestock	Animal sheltering – pets	Animal sheltering – livestock	Veterinary medical care	Animal search and rescue	Animal decontamination
Across the top: Missions									
Below: Responsible agencies/organizations									
Emergency management agency	L	S							
Animal Control	S	U	L	S	S	S	S	L	S
Law enforcement agency	S	S	S	S		S		S	
Animal Shelter	S		S		L		S		S
Fire department	S	S	S	S		S		S	S
Veterinary association/veterinarians	S	S	S	S	S	S	L	S	L
Cooperative Extension	S	U		L		S	S	S	S
Livestock association	S			S		S		S	
Local VOAD/Red Cross	S				S	S			
Local search and rescue organization	S							S	S
Fairgrounds and Fair Board	S			S		L			
School district	S				S				
Local businesses (CO-OP, kennels, pet stores)	S				S	S	S		
L=lead agency    S=Support agency    U=Unified (shared) lead									
<i>Note: This is only an example, actual tasks and agencies/organizations will vary widely with the community</i>									

## Modeling your plan after other plans

Plans from similar communities or other states may be useful in crafting language and format for a jurisdictional plan. However, a well written plan does not replace the planning process. While good ideas and concise wording are valuable, simply changing the names on a plan is



unlikely to achieve vital stakeholder engagement and the buy-in so critical to effective emergency planning. Former President Dwight Eisenhower stated “In preparing for battle I have always found that plans are useless, but planning is indispensable.” The plan is a framework that guides the action of the responsible agencies and their supporting partners and not a detailed tactical plan to predict every situation. A community’s ability to work effectively together is made possible through planning, and the plan is simply a method to document that process.

### **Plan review and approval**

Each jurisdiction will have its own approval process that may require approval from the elected official, such as County Commissioners, the Governor, or Mayor. Such officials may not want to review an extensive document that includes SOPs, SOGs and other information. In addition, if approved as part of the base plan, responders may be held to these detailed policies, even when flexibility is needed. Therefore, it may be best to create a clear and concise base plan while providing details and supporting information not requiring approval through attachments to the plan.

The following groups may be part of the review and approval process before approval of the plan at the jurisdictional level:

- Individual institutional approval
- Association approval: some associations require plans for accreditation of facilities
- Local Emergency Planning Committee (LAPC)

## **SECTION IV: TARGET CAPABILITIES, METRICS AND GAPS**

**Target Capabilities:** <http://www.fema.gov/pdf/government/training/tcl.pdf>

- The FEMA Target Capabilities are defined in the Target Capabilities List (TCL) and include 37 mission areas. The Target Capabilities List (TCL) describes the capabilities related to the four Homeland Security Mission areas: Prevent, Protect, Respond, and Recover. The TCL addresses the needed national response capabilities, immediate recovery, selected prevention and protection mission capabilities, as well as common capabilities such as planning and communications that support all missions. Homeland Security Grants should be written to fill the capabilities as described in the TCL.
- Local jurisdictions must evaluate their own capability goals pertaining to the TCL. No two communities (or facilities) will be identical.

The **Universal Task List** is an exhaustive list of tasks within the target capabilities. It can be accessed via [www.LLIS.gov](http://www.LLIS.gov), the DHS Lessons Learned and Information Shared site.

**Metrics** are measurements by which the animal emergency manager can assess their community's readiness to act. FEMA works with states and local communities to set capability goals and to measure existing capabilities. Jurisdictions can also conduct their own gap analysis, either formal or informal, to help prioritize preparedness actions. It is important in the risk analysis phase for an individual jurisdiction or facility to identify the most likely scenarios and concentrate on planning for those events.

**Gaps (also known as deltas)** are the difference between current capabilities and capability goals. By defining gaps, emergency managers can more effectively address deficiencies. This process is especially important when multiple gaps exist and the emergency manager must prioritize how to use limited resources to close the most critical gaps first. Gaps are closed in a variety of ways, including planning, training and exercises, equipment purchase, and infrastructure development.

The DHS State Homeland Security Grant program utilizes the Target Capabilities List and some form of gap analysis to prioritize grant funding to those areas considered most critical. Priorities are established in part at the Federal, State, and Local level.

## **SECTION V: RESOURCE MANAGEMENT DURING PREPAREDNESS**

### **NIMS Resource Management functions**

Resource Management is in of the five primary components of the National Incident Management System. More complete information on NIMS Resource Management is found at: <http://www.fema.gov/emergency/nims/ResourceMngmnt.shtm>

The NIMS Integration Center (NIC) manages a number of national working groups to work on resource management issues within a number of disciplines within emergency management. Included among those groups is the Animal Emergency Response Working Group (AERWG), which is charged with creating national resource management tools within the area of animal emergency management.

### **Credentialing**

The credentialing process entails the objective evaluation and documentation of an individual's current certification, license, or degree; training and experience; and competence or proficiency to meet nationally or jurisdictionally accepted standards, provide particular services and/or functions, or perform specific tasks under specific conditions during an incident. For the purpose of NIMS, credentialing is the administrative process for validating personnel qualifications and providing authorization to perform specific functions and to have specific access to an incident involving mutual aid.

The following credentialing issues are of significance to the animal emergency manager:

Who issues credentials?

- Credentials are issued by a jurisdictional authority based on the capability of the individual. That capability is developed through formal education, training, experience, and exercises. Credentials may also be issued by a non-governmental organization for internal use. However, unless recognized by the incident jurisdictional authority, individual credentialing will be less effective. (For example, if a local volunteer animal group issues emergency Responder ID cards to their personnel, but the local jurisdiction has never heard of the organization, there is less likelihood the credential will be accepted.)
- Credentialing, certification, accreditation, licensing, and identification. These terms vary somewhat in common use, so the following is not a rigid definition, but more of a manner of recognizing the differences among the terms.
- Credentialing is a system of assessment and classification of a person's capabilities.

### EXAMPLE

John is a veterinarian, who graduated from Columbia State University, receiving the degree of “Doctor of Veterinary Medicine”. His degree is a credential that allows him to take a board exam in three different States. After passing the examination and paying a fee, he is licensed as a veterinarian and issued a copy of the license to identify him to the public as a licensed veterinarian.

John takes additional courses and is then certified by USDA as an Accredited Veterinarian which allows him to write Animal Health Certificates.

John also joins the State Veterinary Medical Reserve Corps and signs up for the USDA National Animal Health Emergency Response Corps. The State VMRC, which is an official Medical Reserve Corps unit, has two credentialing levels for their volunteers, with progressively higher training requirement. John completes the first level of training requirements by attending several FEMA accredited courses, such as NIMS and ICS. The VMRC program issues an identification card to John as a member of the VMRC credentialed as a Level 1 Responder Veterinarian. The card is provided by the State Animal Health Official, which is the sponsoring agency and is consistent with MRC identity cards based on an agreement between State and local agencies.

John is deployed to a disaster via a request for veterinary support and presents his identification card at the Incident Command Post as he checks into the incident, where the check-in clerk recognizes it as a legitimate MRC identification card and checks him in quickly.

Certification refers to organizational or agency confirmation that an individual has completed a specified training program and shown competency in a certain skill set.

- Accreditation refers to a course or scholastic entity that is recognized by a broader body, such as an association or government agency. In some cases, accreditation refers to a person who has been credentialed for a certain task, such as USDA Accredited Veterinarians who can write interstate or international health certificates.
- Licensing refers to a system by which an individual demonstrates educational and competency requirements in order to maintain jurisdictional approval to perform certain work.
- Identification is a physical object, most often a card that is issued by an agency or organization, that states the person’s name (identity) and in many cases their personal credentials.
- The FEMA National Integration Center Animal Emergency Response Working Group (NIC AERWG) products: The AERWG has created a list of 27 job titles and descriptions to support credentialing efforts. These job titles will provide a foundational element for future job titles and resource typing (see below). Animal Emergency Management is a relatively young discipline and the job titles are not comprehensive and certainly Federal agencies, States, Territories, Tribal Nations, local jurisdictions and

nongovernmental organizations may need to create additional job titles to meet their specific needs. Information on AERWG job titles can be found at:

<http://www.fema.gov/emergency/nims/ResourceMngmnt.shtm#item3>

- Identification card considerations:
  - In general, identification cards should include a photograph, clear identification of the issuing agency or organization, and enough personal description to allow identification of the holder.
  - Smart cards hold data within the card that can be read by a compatible reader. Information can vary from simple numeric identifiers to complex amounts of encrypted information held within a readable chip in the card.
  - The Federal Government has established standards for identification cards, including “smartcards” used by Federal employees and contractors. Publications on ID standards are fully described at: <http://csrc.nist.gov/publications/fips/fips201-1/FIPS-201-1>
  - States, local communities, and non-governmental organizations are not required to use the FIPS 201 standards; however, the standards may be useful in designing identification systems.
- Integration of animal emergency response credentialing into general emergency management.
  - If animal responder IDs are issued based on a credentialing plan, make sure that they are recognized by other agencies at the incident scene. Without such recognition, animal response personnel may not be allowed on-scene or experience critical delays in performing the mission assigned to them via the Incident Command System.
  - The time for addressing such credentialing and identification efforts is not in the outset of a disaster. Identification according to the capability of volunteers and agency responders prior to an incident is essential.

## Resource typing

Current FEMA resource types:

- Current FEMA resource typing standards are found on the NIMS Resource Management Web site at <http://www.fema.gov/emergency/nims/ResourceMngmnt.shtm#item4>. Animal response specific resource typing described in the current FEMA documents has limited usefulness at this time, but is scheduled to undergo a significant revision process
  - Creating additional typing systems at the State or local level

- If States or local communities feel they need to create additional resource descriptions beyond the established kinds and types in the current FEMA descriptions, they may do so.

#### Resource Ordering and Status System (ROSS)

- ROSS is a database program used by USDA to assist in tracking resources by governmental jurisdictions. Many States and Federal agencies currently use ROSS. ROSS can help identify and track resources that are available, unavailable or that have already been dispatched to an incident. For information, see <http://ross.nwcg.gov/>

#### Resource development prior to incidents:

##### Mutual aid agreements

- Mutual aid agreements (MAA) are written documents authorizing the sharing of personnel and other resources between agencies, organizations, or jurisdictions during emergencies. Other similar terms include Memorandum of Understanding (MOU) and Memorandum of Agreement (MOA).
- MAAs pave the way for rapid movement of resources into the incident and formalizes roles and responsibilities established in jurisdictional emergency operations plans. In addition, MAAs often define how the cost of emergency response will be borne by the responding and requesting entities.
- FEMA has published a Public Assistance Policy pertaining to the optimal content of MAAs in PA Policy 9523.6 found at <http://www.fema.gov/government/grant/pa/9500toc.shtm>. Federal cost-sharing with local and State agencies will often depend on adequate documentation of plans, MAAs, response, and expenses.

##### State master mutual aid agreements

- Many States have developed master mutual aid agreements which give signatory States and local jurisdictions permission to share resources in a disaster. Typically, the sending jurisdiction is charged with covering the expenses pertaining to the deployment up until an incident-specific agreement concerning funding is signed. Each State's version of an agreement, however, may vary. AEMs should check with local and State emergency management officials to find out more about if and what type of a master mutual aid agreement is in place.

##### Emergency Management Assistance Compact (EMAC):

- EMAC is an agreement signed by all fifty States which allows them to share resources during disasters. A set method for requesting and fulfilling requests has been established. These requests must go through the Governor by means of their designated representative, usually attached to the State Emergency Management Agency.
- EMAC does not require a Federal declaration or participation and can be used in virtually any State declared emergency.

- Typically, only resources under the control of the State or local jurisdictions are available through EMAC. Some volunteer programs, when associated with a State or Local jurisdiction are eligible. The AEM should consult State or local emergency management officials on this issue for their State.
- For more information on EMAC: [www.emacweb.org/](http://www.emacweb.org/)

NOTE: Resource management during incidents is discussed in a later section.

#### Partnerships

- Building partnerships is one of the most important activities for the animal emergency manager. Partnerships can include:
  - Other levels of government
  - Government agencies from the same jurisdictional level
  - Academic institutions
  - Non-governmental organizations, including voluntary programs
  - Private sector entities with animal-related missions and resources.
  - Tribal entities
- Few jurisdictional emergency management agencies and jurisdictional authorities have the resources to address animal issues in emergency incidents without the benefit of dynamic partnerships.
- The first real metric of an animal emergency plan is whether the jurisdiction has a plan to fully utilize all the animal resources in their community effectively during an emergency incident. Each animal emergency manager must ask themselves the following question: “Have I engaged all the appropriate stakeholders and resources in developing and implementing the animal annex for our jurisdictional emergency operations plan?” If the answer is yes, you have made a good start. If the answer is “no” or “I don’t know”, then there is much more work to do.
- Partnerships with voluntary programs
  - SART and similar programs: A number of States have developed State Animal/Agricultural Response/Resource Team programs. In addition, other States have developed somewhat similar programs under a wide variety of names. These programs may be State-managed or they may be invested with a nonprofit partner, including a stand-alone charitable organization guided by the State or a subset of another nonprofit such as a State veterinary medical foundation. SART-type programs help create an inclusive partnership tailored to the needs and circumstances of the State which facilitates additional funding streams, broad participation by non-governmental entities, and a venue for volunteer support. Facilities that house wildlife should familiarize themselves with their SART program, and

determine how useful this organization would be for this community.

- CART and similar programs: Many communities have developed Community/County Animal Response Teams or similar programs which, though quite variable from community to community, provide a local mechanism to engage non-governmental entities and volunteers. In order to be effective, CART programs must be affiliated with, and guided by, local jurisdictional authorities. CARTs should provide a mechanism to:
  - Support the local animal emergency planning process
  - Facilitate training of volunteers
  - Assist in community outreach
  - Facilitate mobilization of volunteers into an emergency incident via the incident command system.
- Citizen Corps ([www.citizencorps.gov](http://www.citizencorps.gov)): Citizen Corps offers and supports a variety of community voluntary program models including Community Emergency Response Teams, Firecorps, Volunteers in Police Service, and Neighborhood Watch. Medical Reserve Corps also maintains close affiliation with Citizen Corps. Each community manages its own Citizen Corps programs depending on its needs and resources. National support via grants, training, tools, and communication are provided to support these locally managed programs.
- Medical Reserve Corps ([www.medicalreservercorps.gov](http://www.medicalreservercorps.gov)) or other veterinary medical reserve programs: There are hundreds of Medical Reserve Corps units across the nation, including some specific veterinary units and units that include veterinary professionals. Such programs may be organized at the State or local level and provide a mechanism to recruit, train, and mobilize veterinary professionals. The threat of animal disease emergencies and the need for veterinary professionals in all-hazards incidents make it essential to continue to develop and train veterinary professionals in emergency response.
- Voluntary Organizations Active in Disaster (VOAD) [www.nvoad.org](http://www.nvoad.org): VOAD organizations can be at the national level NVOAD, State level, or at the community level as local VOADs or Community Organizations Active in Disaster (COAD). VOAD members vary considerably at the State and local level, but commonly recognized NVOAD members include the American Red Cross, Salvation Army, Amateur Radio Emergency Service (ARES), and many faith-based organizations. By affiliating with VOADs, voluntary animal organizations can more effectively work with other non-governmental organizations in supporting all phases of emergency management. While all



phases of emergency management are enhanced by voluntary organizational participation, these organizations have an absolutely critical role in long-term recovery efforts.

- Each State or community will have its own unique set of non-governmental organizations that could be an asset in one or more phases of animal emergency management. Some additional consideration for the recruitment of State or local collaborative partners and volunteers include:
  - Veterinary associations
  - Livestock associations
  - 4-H or FFA programs, particularly in rural areas
  - Equestrian organizations
  - Local animal welfare organizations
  - Dog sled racing organizations
  - Pet service industry organizations (kennels, groomers, etc.)
  - Chambers of Commerce

## **Funding**

### **1. Jurisdictional funding**

- While not always available, jurisdictional funding from local or State general funds are potential sources of funding. Such funds might be annual budgets or one-time expenditures.
- Jurisdictional funding is, in some respects, not much different from competitive grants. Instead of a grant process, there is a budget justification process that is supported by documentation of the need, target capabilities, metrics, progress, etc.
- While this may not be an option in every jurisdiction, local agencies should be prepared to contribute in kind via staff hours, meeting locations, and actively cultivating and supporting partnerships outside their agency.

### **2. Federal grants**

Federal grants: A wide variety of Federal grants are accessible through [www.grants.gov](http://www.grants.gov). A few key programs are described below.

- DHS Grants: <http://www.dhs.gov/xopnbiz/grants/>
  - Homeland Security Grants: The HSG program is a cornerstone of State, Tribal, and local emergency management funding from the Department of Homeland Security. Several grant programs, including the State Homeland Security Grant Program, Urban Area Security Initiative (UASI), and Citizen Corps Grant program can be utilized to address animal issues. In each case, however, grant proposals must come through a formal local or State

process. The animal emergency manager must become familiar with this process and, if appropriate, work to create a committee or stakeholder group that can put forth proposals for such grant funding. Because these proposals are reviewed at the local and/or State level, care should be taken to ensure that such proposals are realistic and have broad support from the general emergency management community. Excessive or unrealistic proposals usually are weeded out at the local and/or State levels. The Authorized Equipment List (AEL) provides guidance on what categories of equipment may be purchased with Homeland Security Grant funding for the purposes of disaster preparedness. The AEL is found on the Responder Knowledge Base Website, [www.rkb.us](http://www.rkb.us).

- Emergency Management Performance Grants (EMPG) are matching grants from DHS to States and local communities. Often EMPG funds are used to help pay the salaries of local emergency management personnel. Some animal emergency managers have been able to secure EMPG funds to support AEM positions or projects.
- Citizen Corps: Some communities have used Citizen Corps programs, particularly the Community Emergency Response Team (CERT) program as an avenue for securing animal-related response equipment and supplies. In such cases, the local CERT program is generally engaged in helping recruit and train animal response volunteers as part of their broader CERT training program.
- Other FEMA Grants: There are many other FEMA grant programs, which are detailed on the FEMA Web site: <http://www.fema.gov/government/grant/index.shtm>. As an example, some facilities such as zoos and governmentally owned animal shelters may be eligible for Hazard Mitigation Grants. Some grants, such as the FEMA Public Assistance Grant program are restricted to response and recovery activities.
- Other funding sources: Government grants are certainly not an exclusive source for funding animal emergency management projects. Many States and local communities have been successful in creating a partnership between government and the private sector, utilizing funding and other support from multiple areas to support animal emergency management projects. Some State Animal/Agricultural Response/Resource Teams and similar programs have successfully utilized funding from various sources, including:
  - Federal grants
  - State funds
  - Local funds

- Academic funding/resources
- Non-Profit funding and resources (including private foundations)
- Corporate resources/sponsorships
- Direct charitable donations

While each State and local community will have unique needs and circumstances, it should be assumed that government need not be the sole provider of resources for such efforts.

Some important national private foundations that provide grants related to animal emergency management include:

- The American Veterinary Medical Foundation ([www.avmf.org](http://www.avmf.org) )
- PetSmart Charities (<http://www.petsmartcharities.org/> )
- Petfinder.com Foundation ([www.petfinderfoundation.com](http://www.petfinderfoundation.com) )
- Petco Foundation  
([http://www.petco.com/petco\\_Page\\_PC\\_petcofoundationhome\\_Nav\\_11.aspx](http://www.petco.com/petco_Page_PC_petcofoundationhome_Nav_11.aspx) )
- American Kennel Club -Canine Search and Rescue program grants: <http://www.akc.org/dogny/grants.cfm>
- Certain organizations belonging to the National Animal Rescue and Sheltering Coalition have grant programs, such as, but not limited to the American Humane Association ([www.americanhumane.org](http://www.americanhumane.org)) and American Association for the Prevention of Cruelty to Animals ([www.asPCA.org](http://www.asPCA.org)).
- Local/family/community foundations- In many cases, local charitable partners may be able to provide expertise on identifying possible foundations that may provide animal disaster planning and preparedness grants. Some resources for identifying grant makers include:
  - Guidestar: <http://www2.guidestar.org/>
  - The Foundation Center: <http://www.foundationcenter.org/>
  - Animal Grantmakers: [www.animalgrantmakers.org](http://www.animalgrantmakers.org)

### Example

The State of Columbia is developing a State Animal Response Team program and is looking to find a way to support a full-time program manager. After much discussion, they decide that the Columbia State University Cooperative Extension Program will be used as the hiring authority for the program director. The State provides \$25,000 from EMPG funds, which are matched by the University. A local family foundation, The State Veterinary Medical Association, two veterinary distributors, and private donors all contribute. In all, \$125,000 in commitments are secured for the first year of funding for salaries and program costs. As the search for a program director begins; fundraising begins immediately to help secure support for future years. Work starts on a Homeland Security Grant justification that lists all the target capabilities that the SART program will support and the status of those capabilities within the State. A scope of work is developed for the grant that includes funding half the SART director's salary, two equipment trailers (one for pet sheltering and one to support animal decontamination that can also serve as a mobile laboratory for an animal health emergency response. The equipment under the grant is consistent with AEL categories. Finally, an exercise component is included, starting with an HSEEP compatible workshop exercise to review and revise the current State animal emergency plan. The grant proposal asks for \$200,000 to continue the State Animal Response Team program

### Training and exercises

Training and exercises are an important component of any preparedness program. Important training and exercise resources include:

1. The Homeland Security Exercise and Evaluation Program (HSEEP) is a capabilities and performance-based exercise program that provides a standardized methodology and terminology for exercise design, development, conduct, evaluation, and improvement planning and constitutes a national standard for all exercises. Through exercises, the National Exercise Program supports organizations to achieve objective assessments of their capabilities so that strengths and areas for improvement are identified, corrected, and shared as appropriate prior to a real incident. The HSEEP is maintained by the Federal Emergency Management Agency's National Preparedness Directorate, Department of Homeland Security. The FEMA Emergency Management Institute (both

resident and independent study course opportunities)  
<http://www.training.fema.gov>

The integration of animal issues into broader exercises is certainly a significant goal. In most communities and States, there will be a variety of emergency management exercises. By participating in the HSEEP mandated annual Training and Exercise Planning Workshop and actively engaging with other agencies in discussions on exercises, it may be possible to identify target capabilities and tasks pertaining to animals. Not every exercise is appropriate for an animal component, but many will have such potential.

Training opportunities:

1. [www.NASAAEP](http://www.NASAAEP) contains links to Training resources.
2. FEMA Emergency Management Institute (EMI), found at <http://training.fema.gov/>, provides multiple onsite, remote, and Web-based training opportunities. AEM should consult with their local emergency management agency as to which courses are appropriate for planners and persons engaged in multi-agency coordination at local or State emergency operations centers. An independent study course list can be found at <http://training.fema.gov/IS/crslist.asp>. Of particular interest to animal emergency managers would be the online courses:
  - IS-10 Animals in Disaster: Awareness and Preparedness,
  - IS-11: Animal in Disaster: Community Preparedness, and
  - IS-111 Livestock in Disasters.
3. Citizen Corps recently released a two-module training course for Community Emergency Response Teams (CERT) that focuses on personal safety, potential CERT roles, and basic animal response missions. It is not meant as a hands-on course to train expert animal handlers and responders.

### **Resource management during response and recovery**

Integration of animal resources into the appropriate jurisdictional incident command:

1. In most incidents, animal-related missions will be performed within an incident command which is managed under authority from local or State jurisdictional authorities that are not focused on animals, such as fire or law enforcement authorities. As previously noted, the core all-hazards animal emergency response missions may include:
  - Rapid needs assessment
  - Animal evacuation and transportation
  - Animal Sheltering
  - Animal Search and Rescue
  - Animal Decontamination

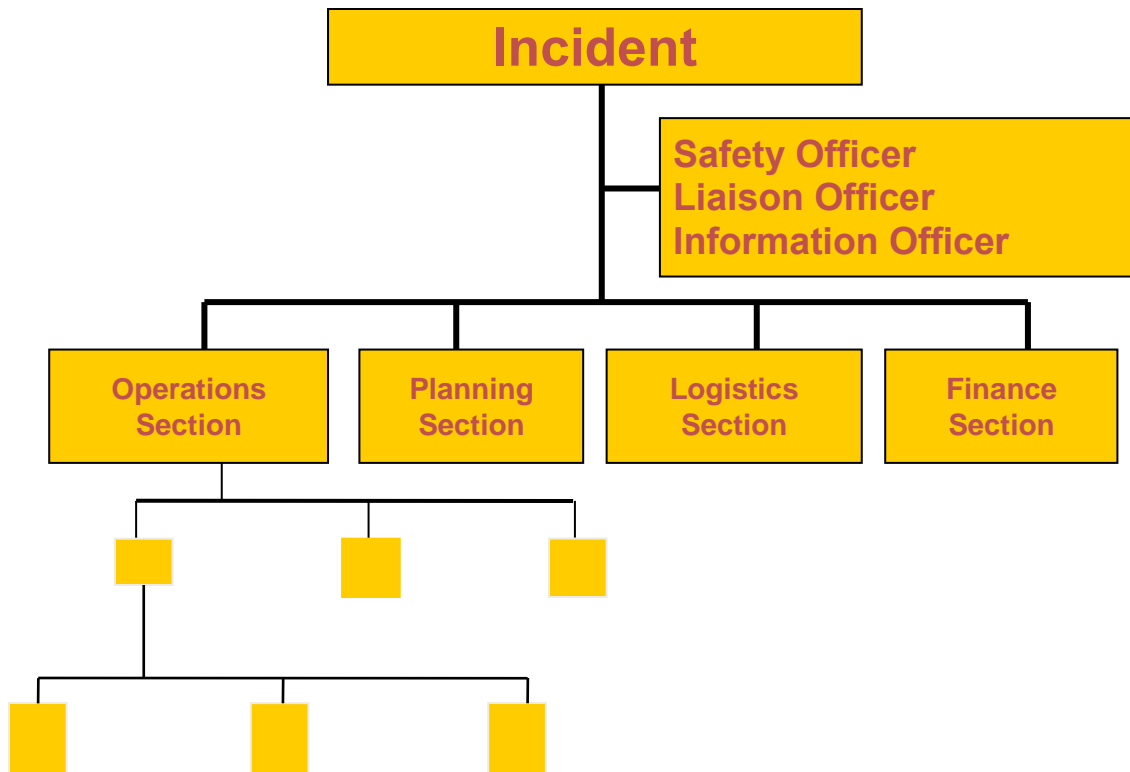
- Veterinary Medical Care
2. The management of animal health emergencies, including animal disease outbreaks is a highly complex mission. In many cases, animal disease emergencies will be managed by USDA APHIS and the State Animal Health Official as the leading statutory authorities for the response. Missions within an animal health emergency response could include the following examples:
- Epidemiology and surveillance
  - Laboratory testing
  - Quarantine and movement control
  - Prevention/biosecurity/compliance agreements
  - Appraisal and indemnity payments
  - Depopulation/euthanasia/mortality management
  - Decontamination
  - Repopulation

For animal health emergency, USDA Veterinary Services manages the National Veterinary Stockpile. This resource is managed both in USDA warehouses and in vendor-managed inventories. More information can be found at:

[http://www.aphis.usda.gov/animal\\_health/emergency\\_management/nvs.shtml](http://www.aphis.usda.gov/animal_health/emergency_management/nvs.shtml)

### **Integrating animal response into ICS**

Animal response activities should be organized within an established ICS structure that addresses the overall disaster. ICS is flexible and an ICS organizational chart will vary with the scope and scale of the incident. The following ICS organizational chart for a generic disaster is offered as an example:



**Requesting additional resources from outside the jurisdiction:**

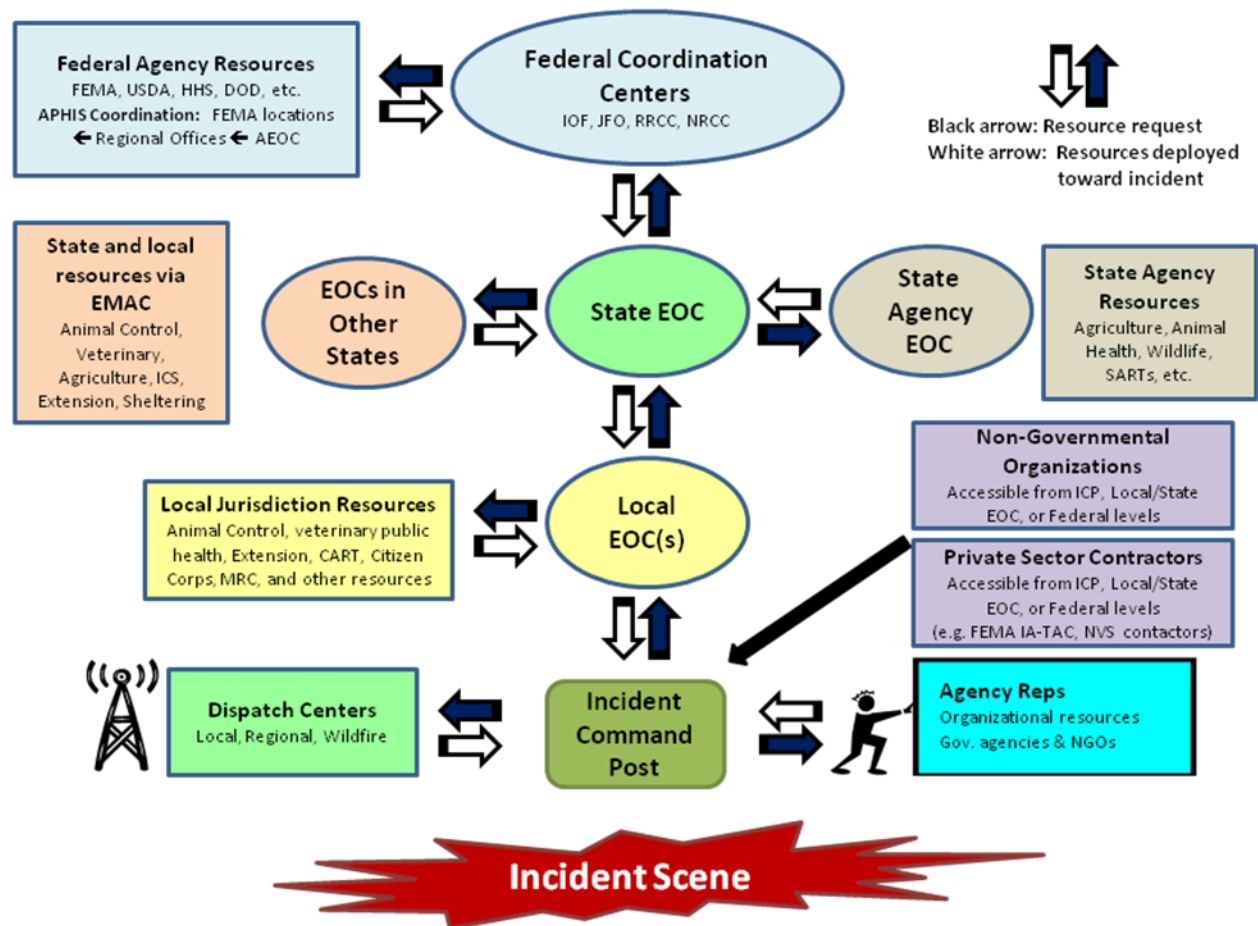
1. When are resources requested?
  - When the needs of the incident exceed the capabilities of the jurisdiction or when/if it is projected needs will exceed available resources for a particular mission.
  - It is critical, if at all possible, NOT to wait until the mission area is critically in need of the resources prior to requesting additional resources. While in some fast moving incidents, this is unavoidable, leaning forward through the planning process to predict resource needs and submit resource requests prior to the development of a critical need is an important goal.
2. During a disaster, requesting resources to support the emergency response is an essential function initiated from incident command via a number of pathways, including requests to:
  - Dispatch centers: Including local dispatch centers or regional fire dispatch centers.
  - Agency representatives: Governmental or non-governmental organizations on-scene at the incident.
  - Emergency Operations Centers (EOCs): local, regional or State EOCs depending on the incident.

- Private sector via contracts or work/purchase orders
3. Local EOCs may react to resource requests from the incident command post by:
- Providing jurisdictional resources directly to the incident.
  - Requesting mutual aid from other jurisdictions or non-governmental entities based on existing mutual aid agreements.
  - Requesting aid from other jurisdictions or non-governmental entities without a prior mutual aid agreement. Ideally, a mutual aid agreement should be executed at the time resources are provided.
  - Engaging the private sector via work orders or contracts.
  - Requesting assistance to the State via the State EOC (if activated) and via direct request to specific State agencies if the State EOC is not activated.
4. The State Emergency Operations Center (or similar Territorial or Tribal entities) coordinates the efforts of State agencies, their non-governmental partners, and interfaces with FEMA. The State EOC provides support based on requests from local jurisdictions, typically by request of the local EOC, but occasionally from the incident command by:
- Mobilizing the resources of State agencies.
  - Making requests to other States for resources via the 50-State mutual aid system called the Emergency Management Assistance Compact (EMAC).
  - Making requests to non-governmental organizations.
  - Providing work orders or contracts to mobilize private sector resources.
  - Making requests to FEMA for assistance via an Action Request Form (ARF) submitted to FEMA.
5. FEMA provides assistance based on ARF requests from State, Territorial or Tribal jurisdictions. Depending on the request, FEMA may:
- Assign FEMA personnel to support the request.
  - Assign a Federal agency to the incident via a Mission Assignment (MA) that reflects the scope of work expected and financial limits for the mission.
  - Provide assistance via purchase of product or contracted services.
  - Request and coordinate assistance from non-governmental organizations (NGOs).



- Deny the request as falling outside the scope and authority of FEMA under the Stafford Act, or denying request because FEMA determines that the state has sufficient resources to fulfill the need.

## Animal Emergency Management: Resource Flow Chart



### Summary of Incident Resource Mobilization

Resources must enter the incident through one of the various established pathways. Disorganized mobilization of resources or people may be dangerous and creates confusion. Additionally, this self-dispatching may limit cost-sharing by Federal or State agencies if resources are not properly mobilized and checked into an incident. While essential in all emergencies, appropriate resource mobilization is even more critical in very large disasters where chaos is high and the cost of response and recovery is substantial and may be heavily subsidized by Federal grants.

## Documentation

Appropriate documentation is a critical element for resource management in emergency incidents. The type of documentation that supports effective resource management includes:

1. Pre-existing mutual aid agreements (MAA), also called a memorandum of understanding (MOU) in some cases. If a pre-existing MAA is not in place, a basic one may need to rapidly be executed at the time of mobilization, particularly if Federal cost-sharing is anticipated pertaining to the cost of that resource.
2. Incident documentation, such as the Incident Action Plan (IAP), email, 213s (general ICS message forms), unit logs, check-in forms, daily documentation of personnel hours at incident (including volunteers), equipment use logs, demobilization records, dispatch records, etc.
3. Invoices, receipts, etc.
4. EMAC requests.
5. Requests and communications from computerized EOC systems (e.g. Web EOC).
6. Action Request Forms: this is a Department of Homeland Security/FEMA form that formalizes and documents requests for assistance.  
<http://www.fema.gov/library/viewRecord.do?id=2750>

## **SECTION VI: ROLES AND LOGISTICS DURING A RESPONSE**

### **Command and Support Roles**

Local, Tribal, Territorial, State and Federal agencies with statutory authority pertaining to animals must determine their role within any particular the incident response:

1. As part of a unified command if they have major authority pertaining to the primary hazard and response, such as in the case of a foreign animal disease incident.
2. May enter the incident based on their statutory authority, but are not a direct participant in unified command.
  - Example 1: For agricultural impacts in an incident, such as a flood, the State Department of Agriculture or Animal Health authorities would not be likely need to be a co-incident commander in unified command, but they may need to work with incident command via an agency representative at the ICP or and EOC and ensure that appropriate agricultural resources are mobilized and incorporated into the Operations Section of the Incident Command.
  - Example 2: In a wildfire, wild animals may be impacted. State wildlife officers have authority to respond, but must coordinate with incident command to ensure their presence and activities are documented, safety issues are addressed, and their response is coordinated within the overall ICS response.
  - Example 3: In the aftermath of a hurricane impacting a zoological park, the agencies involved in the response will depend on the species within the facility. These officials should check in with the incident command to ensure their issues are integrated into the response and that public and onsite safety issues are adequately addressed.
3. Agencies may enter the incident because their resources or capabilities are requested by incident command directly or through one of the many resource mobilization channels such as dispatch centers, EOCs, etc.

### **Location Logistics**

It is essential for the AEM to understand command roles and locations as well as coordination/support roles and locations as this is a frequent area of confusion and miscommunication within incidents. Command occurs at locations such as an incident command or area command post. Coordination occurs at locations such as jurisdictional emergency operations centers, multi-agency coordination centers/groups, dispatch centers, and agency or organizational EOCs.

The federal entity closest to the incident is the Interim Operating Facility (IOF) which typically transitions to a longer-term Joint Field Office (JFO). There is a FEMA Regional Response Coordination Center in each of the 10 FEMA Regions and a National Response Coordination Center in Washington, DC. FEMA IS-800 Independent Study Course on the National Response

Framework as well as the National Incident Management System Course (IS-700) describes these concepts.

## **SECTION VII: POST-INCIDENT ACTIVITIES**

### **Incident performance reviews**

1. In many incidents, supervisors are expected to complete a performance review or evaluation of individuals or teams that responded within the incident. ICS form 225 is a typical form for such reviews. In other cases, performance of a team may be incorporated within the after action review (AAR) of the incident (see below).
2. Performance reviews should be considered confidential and processed as per the human resource policies of the command and participant agencies and organizations. While disciplinary action may be necessary in a few cases, in general, individual performance reviews are an excellent opportunity to foster improvement through training and recognize excellence.

### **After-action meetings and reports**

1. After every incident, conducting an after-action meeting is essential. Such review may include collecting information from personnel on the incident via the demobilization process, collecting written reviews from participants or agencies after the incidents, and holding face-to-face after action meetings. After action reports should always consider both those things that need improvement and those things that worked well.
2. Individual agencies or teams can also hold their own after action reviews pertaining to their role and performance within the incident. For example, a local CART program could hold an after action meeting and create a written evaluation of the animal response issues and CART performance within the incident.
3. After-action reviews should be the basis for corrective actions, such as training, exercises, equipment/system improvements, or plan updates

## **SECTION VIII: RECOVERY**

The process of recovery from an incident will depend on numerous variables, but certainly the development of a sound plan to address the disaster, combined with strong partnerships are key to successful outcomes. The National Disaster Recovery Framework is an excellent reference document that defines<sup>2</sup>:

- Key recovery principles;
- Roles and responsibilities of the recovery coordinators and other stakeholders;
- A coordinating structure that facilitates communication and collaboration among all stakeholders;
- Guidance for pre- and post-disaster recovery planning; and
- The overall process by which, together as a nation, we can capitalize on opportunities to rebuild stronger, smarter and safer communities

National Disaster Recovery Framework: [www.fema.gov/recoveryframework/](http://www.fema.gov/recoveryframework/)

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<sup>2</sup> National Disaster Recovery Framework Draft 2/05/2010  
[www.fema.gov/pdf/recoveryframework/omb\\_ndrf.pdf](http://www.fema.gov/pdf/recoveryframework/omb_ndrf.pdf)

## **SECTION IX: SUMMARY**

Communities need to realize that animal issues must be addressed in community disaster planning. Aside from the justifications presented in Section 1 of this document, animal health is a pillar of the One Health paradigm.

*“The greatness of a nation and its moral progress can be judged by the way its animals are treated.”* Mahatma Gandhi

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