

ANNEX O – AGRICULTURE & NATURAL RESOURCES (ESF #11)

I. PURPOSE

This annex provides guidelines for dealing with pertinent issues involving plants and animals during a major emergency, and to ensure the integrity and security of the supply chain involving food and agriculture.

II. MISSION AREAS AND LIFELINES

A. Mission Areas

1. **Prevention:** Livestock and crops are monitored for disease, pestilence, and bacterial or viral infections during production and upon harvest. These activities prevent an unacceptable food product from reaching the shelves of stores and restaurants. Family pets are cared for medically and trained to obey commands as a way to prevent disaster-related emergent situations in shelters and kennels.
2. **Protection:** Livestock and crops are treated during growing to protect them from insects, varmints, and infestation. They are protected from extreme weather conditions, wind and storms, and other diseases. Family pets are vetted, and are protected against mistreatment by statutes and local laws.
3. **Mitigation:** Farmers use conservation practices to prevent the loss of soils and nutrients, to protect water systems and sources from damage or contamination, and establish waste management systems to protect natural resources critical to production as livestock and crops are managed. They have emergency plans for their herds, and use drainage improvement systems to lessen flooding and other catastrophic consequences of nature.
4. **Response to disasters within agriculture** is conducted by each county Farm Service Agency office, and is assisted by the Natural Resources Conservation Service local office and the local office of the Ohio State Extension Service. Private veterinarians, crop services, and other agricultural businesses assist during responses.
5. **Recovery** is led by the Farm Service Agency and the USDA, assisted by local lending institutions, banks, agronomists, and suppliers. Cooperatives may play a significant role in recovery in some areas. There is no recovery pathway for family pets except for the local office of the Humane Society, pet shelters and sanctuaries, and private individuals.

B. Lifelines

1. **Food, Water and Shelter** is a community lifeline whereby agriculture supplies the food for people across the county. Raw product such as meat, vegetables, fruits and grains may be provided by local farmers, incorporated into the food production chain, and distributed back into local stores. Some fresh products in season may reach local markets without being processed, and let for sale at food stands and roadside markets or grocery stores. Pets and service animals provide physical and emotional services and relief to individuals with and without special functional needs as well as providing stress relief care to a wide variety of individuals.
2. **Health and Medical needs** are served by agriculture and animal services through the provision of food for sustenance, and emotional support for mental health and well-being. Exotic or wild animals that get loose or invade inhabited spaces are handled by Ohio Department of Natural Resources game wardens, local animal control officers, or individuals with expertise regarding specific species.

III. SITUATION & ASSUMPTIONS

A. Situation

1. Shelby County citizens own a variety of animals, including pets for recreational reasons and livestock for production; some individuals may own unusual animals for production of food or by-products and some may own non-native animals including reptiles and wild species for non-business purposes.
2. Food and plant production is a major industry in Shelby County. Animals for production include beef and dairy cattle, swine, chickens, turkeys, llamas, and sheep. One may occasionally find variations of beef cattle such as elk, bison, or beefalo. There are minimal numbers of rabbits and other small caged animals for production. Horses are kept as farm work animals or recreational large animals. Recreational animals include almost any domesticated animal but are primarily dogs and cats.
3. Each emergency situation has the potential to affect the agricultural economy and welfare of animals, which must be considered in all planning and response activities.
4. Specially trained help would be needed to assist with the capture, containment, and treatment of large, wild or exotic animals whenever necessary.
5. Successful management of animal care during an emergency improves citizen cooperation with evacuation directives, and lessens the chance of disease transmission from animals to humans.
6. Abundant and diverse wildlife populations are found throughout Shelby County.

B. Assumptions

1. In certain events crops may be severely damaged or entirely lost.
2. Livestock commonly held in pastures or wild animals may be severely impacted by extreme weather conditions such as cold or heat, drought, flooding, and hazardous materials spills and releases.
3. Pet owners can generally provide for their pets' basic needs during most emergencies.
4. Farmers can generally work together to evacuate animals at risk, and to take protective action to save livestock from casualty; they possess the equipment and tools necessary to transport large animals or production animals to shelter or alternate sites.
5. If homes are damaged in a disaster or people are advised to evacuate, assistance will be needed to secure and care for pets. Many pet owners do not have kennels or crates for their animals; those are optimal for a sheltering situation to maintain a safe and secure environment.
 - a. If an emergency overwhelms local officials and veterinarians or exceeds local resources, assistance may be available from the state.
 - b. Regional DART groups may be available based upon the situation and their availability. These teams are not managed by the state and may or may not be available.
6. Most dairy and other livestock operations have back-up generator power to maintain the health of their animals, and maintain fuel to operate those generators.
7. Human-wildlife conflict situations increase as both populations multiply and quality habitat degrades. Wild animals may be fearful or desperate during disasters and react aggressively to the disruption of their life habits.
8. Resources to manage animals during unsettled times should be limited to people who are educated and aware of animal behavior and animal needs.

IV. CONCEPT OF OPERATIONS

A. Core Capabilities

1. Planning

- a. Agricultural officials at all levels of government, especially those physically located inside Shelby County, are involved in planning efforts by the Emergency Management Agency. They are asked to participate on behalf of regulations, management and to represent local stakeholders.
- b. The local health department is asked to assist in planning with regard to local food safety at distribution points like restaurants, bakeries, and grocery stores.
- c. Farm organizations and local trustees are asked to participate, in part, as a representative of the agricultural community on their membership roster or inside their jurisdiction.

2. Public Information and Warning

- a. Warnings and notification about contaminated or unsafe food supplies or food products are announced by the USDA or Ohio Department of Agriculture personnel. Recalls may be issued by individual producers or processors, or processing plants, distributors, or retail outlets may be closed by the local health department due to food safety concerns.
- b. Restaurant operations are regulated and announcements are made by the local health department.
- c. Loose or wild animals and associated contaminations may be announced by local agricultural officials, local businesses, or animal control officers through ODNR.

3. Operational Coordination

- a. The Farm Service Agency, Natural Resources Conservation Service, and Ohio State University Extension Service all have local offices and are represented in the EOC by an agricultural designee.
- b. Federal agencies retain federal authority to assess, respond and act through federal laws; state agricultural officers do the same through statutory authority.
- c. There is no county or municipal level of agricultural authority even though some federal agents are physically located in county offices.

4. Screening, Search, and Detection

- a. Federal, local and private agricultural representatives will work together to determine the cause of infection, infestation, or other contamination of a food supply, livestock animal, or crop.
- b. Federal and local agricultural partners will work together to determine the cause of agro-terrorist activity, and will incorporate other federal, state and local law enforcement officials as appropriate.

5. Supply Chain Integrity and Security

- a. Local producers will work with local law enforcement and agricultural officials to identify the industry vulnerabilities and potential points of breach, and to develop mitigation measures to reduce the risk.

6. Logistics and Supply Chain Management

- a. Local producers, processors and distributors will work with local officials to develop and implement practical methods that establish, maintain or restore the distribution of food in Shelby County.

- B. Emergency situations involving agriculture and animals in Shelby County will be divided and managed in three categories:
 - 1. Production farming including crops and livestock and work animals
 - 2. Large and small recreational animals considered domestic Animals
 - 3. Wildlife and/or exotic animals that are non-domesticated or non-native to Shelby County

- C. Organizations with responsibility for crops, livestock, domestic animals, and wildlife have developed policies, procedures, and directives that delineate their authority and duties for managing specific types of incidents.
 - 1. This annex will map the areas of responsibility to assist in coordination of the response efforts.

- D. Animal and agriculture incidents in Shelby County will be managed using the Incident Command System model, as with all other incidents.

- E. Participation in the Emergency Operations Center is expected and necessary as agricultural and animal expertise is only common among industry professionals.

- F. Outside assistance will be required during major emergencies. The Ohio Emergency Operations Plan contains a Livestock Disease Incident Annex that directs assistance and responsibilities of state agencies.
 - 1. Following is a list of some of the agencies that will provide assistance or resources during agriculture or animal related events:
 - a. Ohio Department of Agriculture
 - b. Ohio Department of Health
 - c. Ohio Department of Natural Resources
 - d. Ohio State University Extension
 - e. USDA Animal and Plant Health Inspection Service (APHIS)
 - f. Ohio Emergency Management Agency

V. ORGANIZATION & ASSIGNMENT OF RESPONSIBILITIES

- A. Organization
 - 1. When an emergency occurs or is identified involving agriculture or animals, any party who first becomes aware of the situation shall notify the Farm Service Agency, OSU Extension, and Shelby County Emergency Management Agency. If consumable food products are involved, the Shelby County Health Department should be notified as well.
 - 2. Upon notification, these agencies will identify the specific issue, describe the risks, quantify the scope of the problem, and determine the appropriate course of action. Additional notifications will be made as necessary.
 - 3. The following is a brief synopsis of organizational roles and the agencies or departments that fill them:
 - a. Local veterinarians are the first line of response to medical or disease related

emergencies involving livestock and pets.

- b. Ohio Department Natural Resources Division of Wildlife manages native wildlife within Shelby County. The ODNR Game Warden may be called for wild animal response if necessary.
- c. Shelby County Farm Service Agency reports disaster occurrences and implements federal emergency programs under United States Department of Agriculture (USDA) authority for crops, livestock, and agricultural structures. The FSA retains the authority to enter, inspect, and evaluate any emergency or disaster that involves agriculture.
- d. OSU Extension provides educational assistance and information to the public and other agencies; they may conduct research activities to assist with the development of a complex response.
- e. The Shelby County Health Department has authority for issues involving sick or dead animals, disposal of carcasses, or destruction of food supplies within the processing chain.
- f. The Shelby County Animal Rescue Foundation is a non-profit organization which operates a shelter for domestic cats and dogs only.
 - 1) The Shelby County Chapter of the American Red Cross has an agreement with the Shelby County Animal Rescue Foundation to house domestic cats and dogs of evacuees in the event that an area has to be evacuated. The Shelby County Animal Shelter is used at the direction of the Shelby County Dog Warden.
- g. The Shelby County Dog Warden manages issues involving dogs and may, at his/her discretion, provide other types of support or assistance. The Dog Warden's primary responsibility is to capture and control dangerous and unclaimed or lost dogs and hold them under established protocols at the Shelby County Animal Shelter.
- h. Shelby County EMA provides planning, coordination, and resource support for emergency response and recovery activities, and may assist with the identification, procurement, and mobilization of resources to assist with agricultural issues.
- i. Ohio Veterinary Emergency Responders (ODA has a list from local and surrounding counties) will be charged with coordinating livestock euthanasia and disposal in the event of catastrophic loss due to disease outbreak.
- j. Disaster Animal Response Teams (DART) may exist in surrounding counties at times; if so, these teams are accessible to assist in the operation of a pet shelter for domesticated and farm animals, according to the specific team's capabilities.

B. Assignment of Responsibilities

1. Shelby County Emergency Management Agency Director
 - a. Activate the Emergency Operations Center and contact appropriate local or state staff, as needed, for managing agriculture and animal emergencies. (Ohio Veterinary Emergency Responders)
 - b. Coordinate and support efforts of local county and federal officials and veterinarians with state resources to address response and recovery needs of animal and/or agriculture events
 - c. Support resource requests to care for animals that are captured or property of evacuated county residents or businesses.
 - d. Organize emergency management exercises to test response on animal management functions

2. Farm Service Agency (FSA)
 - a. Assess crops, livestock, and agricultural structures for damages from natural and technological disasters; identify missing livestock due to flooding or other isolation.
 - b. Issue 24-Hour Flash Report to the Ohio FSA State Office
 - c. Prepare Disaster Assessment Report (DAR) in conjunction with partner agencies, if requested by the governor
 - d. Report issues affecting food processing plants, fertilizer and pesticide storage, and grain storage and processing for the purpose of evaluating need of special response or assistance programs
 - e. Provide leadership and coordination for all USDA emergency programs at the county level
 - f. Provide low interest defense emergency loans for farm operating expenses to promote maximum efficient production of essential food and fiber needed during emergency. These loans may also replace any livestock and/or farm equipment destroyed, damaged, or disposed of as a result of attack or a natural disaster
 - g. Provide farmers with production resources in an emergency when supplies are critically short
 - h. Ensure that the food supply chain is maintained in a safe, efficient and effective manner.
3. Natural Resources Conservation Service
 - a. Provide guidance and response support for conservation structures (i.e.: waterways, culverts, detention basins, etc.) and soil and water movement issues
 - b. Provide technical assistance concerning soil and water conservation such as information about chemicals in field runoff or debris in ditches and streams.
 - c. Promote measures needed to reduce erosion as part of response and recovery activities
 - d. Serve on DAR Committee with Farm Service Agency
4. ODNR Division of Wildlife
 - a. Assert authority and control over all matters pertaining to the protection, preservation, propagation, possession, and management of all wild animals regulated by the Division of Wildlife
 - b. Assign a Wildlife Officer to serve as the local contact for the following emergency actions:
 - 1) Wildlife disease
 - 2) Nuisance wildlife and relocation of sets of specific species when necessary
 - 3) Wildlife damage of economic significance
 - 4) Wildlife threat to public safety
 - 5) Injured and orphaned wildlife
 - 6) Hazardous materials or other substances affecting wildlife and/or waters of the state
 - c. Services available include:
 - 1) Disease testing
 - 2) Pollution investigations
 - 3) Waterfowl Die-off response
 - 4) Outline relocation plans for wildlife that interferes with life-sustaining structures or functions

- 5) Euthanize dangerous or diseased wildlife
- 6) Enforcement of wildlife rules and regulations
5. OSU Extension
 - a. Provide guidance on the most efficient procedures to assure continuity and restoration of agricultural technical information following a disaster
 - b. Provide education and information to residents to protect themselves and/or their livestock from disaster
 - c. Disseminate information on the control and eradication of plant and animal disease to the agriculture community and the public, when affected
 - d. Assist public information officer with media releases during emergency situations
 - e. Act as liaison between educational institutions and the public to prepare emergency materials for distribution
 - f. Serve on DAR Committee with Farm Service Agency and others
6. Shelby County Health Department
 - a. Advise on all health issues
 - b. Direct the proper disposal of animal carcasses
 - c. Direct the killing of diseased animals that have attacked people
 - d. Inspect food distribution locations such as supermarkets, restaurants, and markets.
7. Veterinarians
 - a. Provide advice and expertise for the prevention and control of zoonotic and food-borne diseases.
 - b. Assist in determining sources of medical care for animals during an emergency.
 - c. Notify appropriate authorities of unusual injuries and deaths of animals.
8. Shelby County Animal Rescue Foundation
 - a. Assume care and control of animals belonging to people entering Red Cross shelters.
 - b. Protect animals as specified in the humane laws.
 - c. Work with public information officer to prepare news releases on animal management operations
9. Shelby County Dog Warden at the Shelby County Animal Shelter
 - a. Manage emergency issues involving vicious or lost dogs
 - b. Assist with transportation of domestic pets to the Shelby County Animal Rescue Foundation or the Shelby County Animal Shelter facility during evacuations
10. Ohio Livestock Disease Response and Recovery Teams
 - a. Following is a listing of the response teams available upon activation of the Ohio EOP Livestock Disease Incident Annex:
 - 1) Public Information and Rumor Control Team
 - 2) Surveillance Team
 - 3) Indemnification/Appraisal Team
 - 4) Livestock Euthanasia Team – Ohio Veterinary Emergency Responders
 - 5) Livestock Disposal Team – Ohio Veterinary Emergency Responders

- 6) Decontamination Team
- 7) Veterinary Support Team
- 8) Quarantine Team
- 9) Law Enforcement Support Team
- 10) Recovery Team

VI. DIRECTION AND CONTROL

- A. The Shelby County EMA Director or Shelby County EOC Manager, if the EOC is open, will coordinate response efforts for animal management activities, support resource requests, and maintain contact with other groups.
- B. Officials in the field will report all operations information to the agriculture and animal representative in the EOC.
- C. State and federal resource support will be coordinated through the EOC.
- D. Agricultural response agencies and individuals will work within the established incident command structure.
 1. Agriculture response can be established as a branch, and can establish incident goals through branch tactical planning due to the unique nature of the response.
 2. A branch director should be identified to report incident status and operations to the Incident Commander.
 - a. An agriculture representative in either Incident Command and/or the Planning Section is necessary to coordinate operations and communications across the incident.
 - b. Public Information may or may not be released by federal agricultural (USDA) employees as part of the incident command system; federal agents frequently work through and with their own federal information system, but the release information can be coordinated with local efforts through coordination.

VII. CONTINUITY OF GOVERNMENT

- A. Lines of Succession for each entity involved in agriculture or animal response have been established within their agency or department.
- B. Refer to Appendix 3 (Procedures for the Relocation and Safeguarding of Vital Records) to the Basic Plan and Appendix 1 (Procedures for the Protection of Government Resources, Facilities and Personnel) to Annex N, Resource Management.

VIII. ADMINISTRATION & LOGISTICS

- A. Standard operating guidelines should be developed and updated by each entity as necessary.
- B. Reports and records of animal management activities during an emergency are collected and maintained by each involved entity. Copies of these records should be provided to the Shelby

County Emergency Management Agency for compilation with other records of the emergency.

- C. Mutual aid shall be activated in accordance with procedures set down in the agreements among the various entities.
- D. The Incident Command System (ICS) is utilized to coordinate animal management operations during an emergency.
- E. Every effort is made to reunite animals with their owners. In the event that animals cannot be reclaimed by their owners in a reasonable time period, a foster / adoption procedure is utilized when necessary. Written agreements must be used to protect the rights of the original animal owners.

IX. PLAN DEVELOPMENT & MAINTENANCE

- A. Updates to this annex shall be made based upon deficiencies detected by emergencies, exercises, and changes in government structure and emergency organization.
- B. The primary response agencies are responsible to submit proposed changes to the Shelby County Emergency Management Agency director for review and possible incorporation into the EOP.
- C. The Shelby County Emergency Management Agency Director prepares, coordinates, publishes and distributes necessary changes to the EOP.

X. AUTHORITIES & REFERENCES

- A. Authorities
 1. Ohio Revised Code 941.02 – Ohio Dept. of Agriculture
 2. Ohio Revised Code 3701.14 – Ohio Dept. of Health
 3. Ohio Revised code 3767.16 – County Health Board & Commissioner
 4. Ohio Revised Code 1501.04 and 1531.08 Ohio Division of Wildlife
 5. Ohio Revised Code 2927.21 – Local Enforcement Agencies
 6. Ohio Revised Code 955.51 – County Dog Warden
- B. References
 1. Ohio Emergency Operations Plan Livestock Disease Incident Annex
 2. United States Department of Agriculture Emergency Operations Handbook
 3. Emergency Preparedness and Response Guide, American Veterinary Medical Assn.
 4. Red Cross Directive, April 10, 1996, "Animals in American Red Cross Disaster or Evacuation Shelters"

XI. ADDENDA

Not used.

XII. AUTHENTICATION

Farm Service Agency (USDA)

Date

OSU Extension

Date

Veterinary Representative

Date

Shelby County EMA Director

Date