

## **Annex P**

### **Agro Terrorism/ Animal Emergency**

#### **I. PURPOSE**

The purpose of this document is to provide guidance for an animal emergency in Lafayette County that addresses rapid local response to FAD/AD incidents and other events affecting the health, safety and welfare of humans and animals in disaster situations. A coordinated local response is necessary to effectively deal with the crisis and minimize the consequences in order to return the jurisdiction to normal as quickly as possible following a disaster or incident. Due to their complexity, infectious animal diseases add new dimensions to disaster management. Response functions will vary greatly according to the disease in question. There are many disease characteristics to consider such as stability of the agent, route of transmission, incubation time, potential species affected, and transfer to humans (zoonotic) potential

#### **II. SITUATION AND ASSUMPTIONS**

##### **A. Situation:**

1. There are approximately 4.5 million head of cattle, 3 million head of swine, 25.5 million turkeys, 200,000 horses, a very large egg and brooder business and numerous other domestic and wild animals within Missouri. Missouri also raises approximately 283.5 million bushels of corn, 34.2 million bushels of wheat, 170 million bushels of soybeans, one million pounds of rice and several other grains key to the economic strength of the state. In recent years, several serious FAD/AD outbreaks have occurred outside of the United States. The importation of animals and animal products from foreign countries, the ease of travel throughout the world, the ongoing threat of agro-terrorism, indicates our vulnerability to an FAD/AD. The introduction of an FAD/AD would present the county, state and nation with a time sensitive, critical situation that affects not only animal health but also a potentially debilitating economic situation. Protecting the agriculture and food distribution industry in Missouri requires cooperation, participation and partnership. Lafayette County accounts for approx. less than 1% of cattle and row crop production in the state of Missouri.
2. Any large disaster or emergency may cause substantial suffering to the human and animal populations. With the advent of larger animal production facilities, an ever-increasing pet population and the increased vulnerability to intentional introduction of animal diseases, a coordinated local animal response plan is imperative.
3. The Missouri Department of Agriculture (MDA) is tasked with dealing with infectious animal and plant disease and has the authority to work with local officials and responders to make all necessary rules for suppression and prevention of infectious and contagious diseases among animals and mitigating the spread of plant disease in the state, per RSMO 267. Depending on the size and nature of the event, the SEOC may be activated to coordinate other state agency and county resources needed to respond, contain and eradicate the disease. Annex W of the SEOP addresses interagency cooperation and responsibilities at the state level in the event local resources are overwhelmed. This guidance is intended to aid in the structure of county level involvement in infectious animal disease response.
4. Not all animal disease introductions require emergency response functions. Many disease introductions are routinely handled by private practice veterinarians and/or veterinarians employed by the State Veterinarian. Response measures are greatly influenced by the infectivity of the disease, its characteristics of transmission and the actions necessary to contain it. Response functions may be initiated in the event of an introduction of a highly infectious animal disease,

foreign animal disease, emerging animal disease, or any other animal disease that meets one or more of the following criteria:

- a. It is one of the International Animal Health Code “List A” diseases, as designated by the *Office International des Epizooties (OIE)* which includes the following diseases:
  - Foot and mouth disease
  - Swine vesicular disease
  - Peste des petits ruminants
  - Lumpy skin disease
  - Bluetongue
  - African horse sickness
  - Classical swine fever
  - Newcastle disease
  - Vesicular stomatitis
  - Rinderpest
  - Contagious bovine pleuropneumonia
  - Rift Valley fever
  - Sheep pox and goat pox
  - African swine fever
  - Highly pathogenic avian influenza
- b. It falls outside of the domain of the state’s routine prevention and response activities and capabilities;
- c. It is highly contagious, and therefore creates a significant risk of rapid transmission across a large geographical area, including non-contiguous area;
- d. It creates the potential to cause widespread personal hardship within the agricultural community and/or is detrimental to the state or national economy.
- e. A separate tri-state plan with MO, OK and AR participating called, “Emergency Poultry Disease (EPD) Management Plan, October 1, 2003” is available to address specific diseases that affect birds.

#### B. Assumptions:

1. The identification of a FAD/AD outbreak anywhere in Missouri would affect Lafayette County. This could result in the creation and enforcement of movement controls of people, livestock, agricultural products and other property.
2. It is likely that livestock producers will be the first to notice unusual behavior or symptoms in their animals.
3. Private veterinary practitioners will likely be the first responders to any FAD outbreak. A local veterinarian is required to immediately notify the State Veterinarian or Area Veterinarian in Charge (AVIC) of suspected FAD/AD.
4. The potential exists in Missouri for FAD/AD outbreak due to agro-terrorism.
5. Suspected or positive detection of a FAD/AD in your jurisdiction will prompt State and/or federal officials to employ additional precautions to prevent or mitigate the possibility of spreading the disease.
6. Numerous local, state and federal agencies will play a role in eradicating the disease.
7. Large numbers of domestic livestock and wildlife may need to be destroyed or controlled to prevent the spread of a disease after it has been confirmed in your jurisdiction.
8. Immediate quarantine areas may be required where suspected or confirmed cases may have originated, inside of which increased bio-security measures can be implemented. The zone establishment may require the development of cleaning and disinfecting procedures and additional record keeping by producers and/or veterinarians.
9. Facilities and transport vehicles suspected of being contaminated will need to be cleaned and

disinfected.

10. The Chief Elected Official (CEO) of Lafayette County may issue an emergency proclamation or disaster declaration. The National Incident Management System (NIMS) should be used to establish the organizational structure.
11. The County Emergency Operations Center (EOC) may be activated to manage the emergency.
12. Any disaster may potentially have adverse effects on the jurisdictions animal population or the public health and welfare.
13. Expedient animal shelters may need to be established and staffed for extended periods in a disaster. This would be particularly true for transient livestock passing through the area if a stop movement order was issued.
14. Depopulation of animals will be conducted in the most humane, expeditious manner to stop the spread of the disease and limit the number of animals affected.
15. Carcass disposal sites will need to be rapidly identified by MDA and the Department of Natural Resources. (Potential disposal methods include: rendering, landfill, burial on site, and incineration).
16. People with companion animals frequently will choose **not** to evacuate rather than leave animals (livestock or pets) behind.
17. State or Federal assistance to deal with an FAD/AD may not be available for several hours or days. Local resources must be utilized before requesting outside assistance.

### **III. CONCEPT OF OPERATIONS**

#### **A. MITIGATION/PREVENTION**

1. Any zoological or wildlife parks, marine animal aquariums, laboratory animal research facilities, animal shelters, university veterinary medical and animal science centers, livestock markets and large livestock operations, will be encouraged to develop emergency procedures and evacuation plans for the animals in their care and custody. Any written plans should be provided to the County Emergency Manager for comment and review.
2. All information disseminated will be from the Public Information Office of MDA, Missouri State Emergency Management Agency (SEMA) or the United States Department of Agriculture (USDA). No local press releases should be made due to the extreme sensitivity of this information.

#### **B. PREPAREDNESS**

1. MDA will establish an organizational structure, chain of command and outline of duties and responsibilities, required for any FAD/AD response.
2. Veterinary services and animal care considerations are incorporated into the county EOP's as related to agriculture livestock issues.
3. First responders and officials that would likely be involved in the response to a FAD/AD response are trained in the Incident Command System (ICS)/NIMS.
4. Local veterinarians, state and federal emergency personnel are identified in the EOP and contact information is maintained.
5. FAD/AD scenarios are included in the jurisdictions multi-year exercise cycle.

6. Agro-terrorism is included in the jurisdictions hazard analysis.

#### C. RESPONSE

1. Secure supplies, equipment, personnel and technical assistance from support agencies, organizations and other resources to carry out the response plans associated with animal health emergency management. Local jurisdictions must take initial steps to contain the incident and notify SEMA, MDA and/or the AVIC of any suspected FAD/AD or act of agro-terrorism that may pose a substantial threat to the State of Missouri.
2. Request state and federal assistance through SEMA, if local resources are overwhelmed as with any other emergency.

#### D. RECOVERY

1. The State Veterinarian or the AVIC will lift quarantines that were put in place during the FAD/AD outbreak when appropriate epidemiologic data is present.
2. Augment veterinary medical services to expedite rapid recovery by contacting the Missouri Veterinary Medical Association (MVMA).

### **IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

#### A. Organization

1. The state, and each county within Missouri, has a comprehensive EOP, which provides the framework for the jurisdiction's operational response to natural and man-made disasters. This would include any response to a suspected FAD/AD outbreak. SEMA, in close coordination with the State Veterinarian and the County Emergency Manager (EMD) will direct an emergency response to FAD/AD in Missouri. The EMD will coordinate with support agencies to meet emergency responsibilities. The EMD (with the approval of the County Commission) may designate a willing individual to serve as a County Animal Emergency Coordinator (CAEC). This should be a licensed veterinary medicine practitioner or other animal health professional.
2. County and local governments will utilize their available resources in any emergency response effort. Additional State assistance may be requested through SEMA. Emergency management response strategies will be based on the location(s) of the animal population where the disease or disaster is located.
3. When an initial suspected case of an FAD/AD is observed, it shall be immediately reported to the MDA and/or the AVIC. This will trigger an FAD/AD investigation by a Foreign Animal Disease Diagnostician (FADD). The FADD will determine the need for a quarantine order based upon the suspected case. Based on sample analysis, the FADD will notify the State Veterinarian of the diagnosis. If necessary, the State Veterinarian will request state EOC activation through proper channels.

#### B. Responsibilities

1. The County Emergency Manager (in coordination with the CAEC, if appointed) will:
  - a. Determine which county and local agencies/departments/organizations have responsibilities in an animal emergency for support functions of MDA/USDA.
  - b. Maintain current listing of emergency contacts and resources necessary for an FAD/AD response or other animal emergencies (see Appendix 3). A complete list of emergency contacts and resources can be found in the Resource Annex.
  - c. Act as advisor to local veterinarians, regulatory veterinarians, humane organizations, farm service agency, and others on emergency preparedness issues for the county.
  - d. Produce and maintain maps with the locations of large livestock operations or other special animal facilities identified to include, volume, contact information and GIS coordinates.
  - e. Oversee the activities of the CAEC. (Duties of an animal coordinator may include; assisting veterinarians and agriculture officials in making appropriate and timely reports of possible FAD/AD cases; ensuring that the county's veterinarians and other animal health professionals receive communications from the State Veterinarian in a timely manner; consulting with emergency response officials on animal issues during a disaster or emergency operation).
  - f. Coordinate with the State agricultural and state environmental officials to determine the best methods for disposal of dead animals.
  - g. Develop a network of organizations and individuals who would have responsibilities in an FAD/AD and maintain their current contact information. (Examples would include; Animal Disaster Response Teams [MDA], Local Veterinary Medical Associations, Local Health Department, Police/Sheriff's Department, Fire Department, Cooperative Extension Service and USDA County Emergency Board).

2. District Veterinarians and Animal Disaster Response Teams will:

Missouri Department of Agriculture employs 10 district veterinarians. District Veterinarians are responsible for administering state and cooperative state-federal animal health programs, acting as a designated official of the state veterinarian when conducting investigation or initiating quarantine or providing veterinary resources to the local level.

- a. Technical assistance resource - Due to the complexity of infectious animal diseases, response functions will vary greatly depending on the disease in question. Veterinary support will be vital in response functions and needs to be integrated into the incident command system. The situation will dictate where the State District Veterinarian will be most valuable, in some instances; it may be on scene and others it may be in the EOC. The State Veterinarian will determine this.
- b. State Veterinarian liaison and coordination - The State District Veterinarian plays an important role in an incident; they represent a direct conduit to the State Veterinarians office and act as a designee. They should be looked to as a resource to provide information and vital feedback to the EOC.

3. Law Enforcement will:

- a. Site Security and Conflict Resolution - In the event of a disaster, livestock producers and local residents may not cooperate with veterinary inspectors and the quarantine restrictions they may initiate. Law enforcement will be called upon to assure the safety of veterinarians and inspection personnel and resolve any conflicts that may arise.
- b. Enforce movement restrictions and establishing perimeters - Movement restrictions will likely be initiated and law enforcement personnel may be asked to assist with identifying and stopping violators. The State Veterinarian, through SEMA, will provide protocols based on the specific event.
  - Law enforcement may be asked to set up perimeters according to the State Veterinarian's specifications. A minimum perimeter will be designated.
  - After consultation with the State Veterinarian a perimeter may be expanded if law enforcement determines it necessary in order to better control the perimeter.
  - Law enforcement will be consulted prior to mandating the number of entry/exits on a given perimeter.
- c. Investigation Assistance - Should the incident be ruled a deliberate disease introduction, law enforcement may be asked to aid in the investigation. The FBI will be the lead agency since this would be considered an act of terrorism.

4. Public Works/Municipal and County Engineers:

- a. Coordinate perimeter development - Assist with perimeter establishments through coordination of signage and barricades.
- b. Animal carcass disposal assistance -Provide a list of equipment that could be used for carcass disposal.
- c. Provide technical assistance as needed

5. Fire:

- a. Coordination of decontamination stations: decontamination of vehicles, property and personnel.
  - In an infectious animal disease disaster, assistance from fire may be requested to help with decontamination station coordination and vehicle, property, and personal decontamination.
  - The State Veterinarian's office will directly, or through the State Emergency Operations Center, provides decontamination protocols appropriate for the confirmed or suspected disease.
  - Aiding in possible rescue situations - In the event of a rescue situation, teams will be expected to fulfill their normal roles with decontamination occurring after there emergency role is completed.

6. Local Department of Transportation and Department of Natural Resources Personnel:

- a. Coordinate resources and serve as liaisons to the SEOC and coordinate local resources available to respond to an incident.
- b. Perimeter rerouting & logistic support.
- c. Support disposal site selection and disposal resources.

7. Health Department/s and Human Services:

Depending on the disease characteristics, if the disease causes illness in humans, public health will be involved in impact assessments on local citizens and suggestions of protective actions.

- a. Coordinate and provide mental health services for livestock producers, their families, response staff and those affected by the outbreak. Public health officials should have a plan in place to coordinate providing mental health services to producers, families, and others affected by the disease outbreak.
- b. Assist with community outreach and education - Public health officials should have a system in place, or be incorporated into existing Emergency Public Information plans, for dissemination of information to the community regarding the human health risks associated with the particular disease. Only the Missouri Department of Health and Senior Services (DHSS) will release statements regarding human health.
- c. DHSS liaison and coordination

8. Chief Elected Official:

- a. Declare a state of emergency and activate the County EOC, if warranted.
- b. Appoint or activate the PIO. The County PIO will refer all inquires to the MDA PIO for response to Animal Disease issues and to DHSS for human public health issues.

**V. ADMINISTRATION AND LOGISTICS**

**A. ADMINISTRATION**

Basic administrative and accountability procedures for any animal emergency will be followed as required by county government and state regulations. AS with any disaster/ incident response, the ICS/NIMS will be used to organize and coordinate response activity.

**B. LOGISTICS**

If supplies, materials and equipment are required, records will be maintained (Reference: Logistics Annex).

**C. PUBLIC INFORMATION**

The PIO will follow procedures established in Annex C of this Plan to:

1. Ensure prior coordination with representatives of MDA, DHSS and the chief elected official.
2. Ensure the media receives information on how to contact the PIO at MDA, DHSS or the Joint Information Center (JIC) if one is established.

**VI. DIRECTION & CONTROL/CONTINUITY OF GOVERNMENT**

1. All Agricultural Disaster Operations will be coordinated through the EOC and employ the ICS/NIMS. The incident commander should initially be the District Veterinarian or FADD on site.
2. The EOC is responsible for providing support and resources for the incident commander.
3. The EMD will advise and assist the senior elected official in the EOC and coordinate with the PIO at the state level. The EMD will have at least one assistant appointed by the Senior Elected Official to support 24-hour operations and act in the absence of the primary.
4. In the event an incident is suspected, or determined, to be a terrorist event, the FBI will be the lead agency in all aspects of the incident to include all PIO functions at a JIC.

**APPENDICES**

Appendix 1.....	Emergency Response Checklist
Appendix 2.....	Missouri FMD Procedures
Appendix 3.....	Emergency Contact List
Appendix 4.....	Quarantine Procedures
Appendix 5.....	References/Statutory Authority
Appendix 6.....	Equipment List
References	

**APPENDIX 1**  
**ANIMAL**  
**EMERGENCY RESPONSE CHECKLIST**

**Position/Organization**

**PREPAREDNESS PHASE**

County Emergency Management Director

- \_\_\_\_\_ Develop and maintain contact list of those willing to care for animals in an emergency
- \_\_\_\_\_ Conduct at least one training program annually for county animal emergency coordinators and other interested parties. Use the ICS/NIMS to conduct the exercise
- \_\_\_\_\_ Assist with site- specific animal emergency plans
- \_\_\_\_\_ Identify buildings suitable for use as pet shelters
- \_\_\_\_\_ Contact owners/managers for permission to designate building as pet shelters
- \_\_\_\_\_ Work with veterinary medical and non-medical volunteers and agencies that will provide animal care assistance
- \_\_\_\_\_ Alert animal owners of designated pet shelters
- \_\_\_\_\_ Develop and maintain a contact list of State, Federal and local agencies that would be involved in responding to a FAD/AD

**ANIMAL  
EMERGENCY RESPONSE CHECKLIST**

**Position/Organization**

**RESPONSE PHASE**

County Emergency Manager

- \_\_\_\_\_ Track the activities of all available animal shelter facilities and confinement areas identified before, during, and after the disaster
- \_\_\_\_\_ Keep public advised during emergency period
- \_\_\_\_\_ Assure the availability of storage sites and staging areas for animal food and medical supplies
- \_\_\_\_\_ Coordinate with local/State law enforcement for establishment of quarantine zones and enforcement of animal movement restrictions
- \_\_\_\_\_ Act as advisor to local government(s) during disaster response actions

County Health Department

- \_\_\_\_\_ Support the disaster response and recovery with all available resources
- \_\_\_\_\_ Assess disease impact on humans and make appropriate recommendations

County Public Works Department

- \_\_\_\_\_ Support the disaster response and recovery with all available resources
- \_\_\_\_\_ Assist with disposal of dead animals

County Sheriff's Office

- \_\_\_\_\_ Support the disaster response and recovery with all available resources
- \_\_\_\_\_ Enforce animal movement restrictions and control established quarantine zones

Fire Department/District

- \_\_\_\_\_ Support the disaster response and recovery with all available resources
- \_\_\_\_\_ Assist with decontamination of personnel and equipment

**ANIMAL  
EMERGENCY RESPONSE CHECKLIST**

**Position/Organization**

**RECOVERY PHASE**

County Emergency Manager

- \_\_\_\_\_ Assist animal coordinator with long-term maintenance, placement, or disposition of animals which cannot be returned to their normal habitat or which have been separated from their owners
- \_\_\_\_\_ Act as advisor to local government during recovery actions
- \_\_\_\_\_ Document all animal disaster related activities and their costs
- \_\_\_\_\_ Restore equipment and supplies to normal state of readiness
- \_\_\_\_\_ Resume day-to-day operations

## **APPENDIX 2**

### **MISSOURI FAD/AD PROCEDURES**

The Missouri Department of Agriculture and District Veterinarians will develop and maintain Standard Operating Guidelines (SOGs) to deal with specific area FAD/AD situations based on the local area hazard analysis and risk assessment. Supporting SOGs may be developed by the local jurisdiction to compliment State and District guides.

### APPENDIX 3

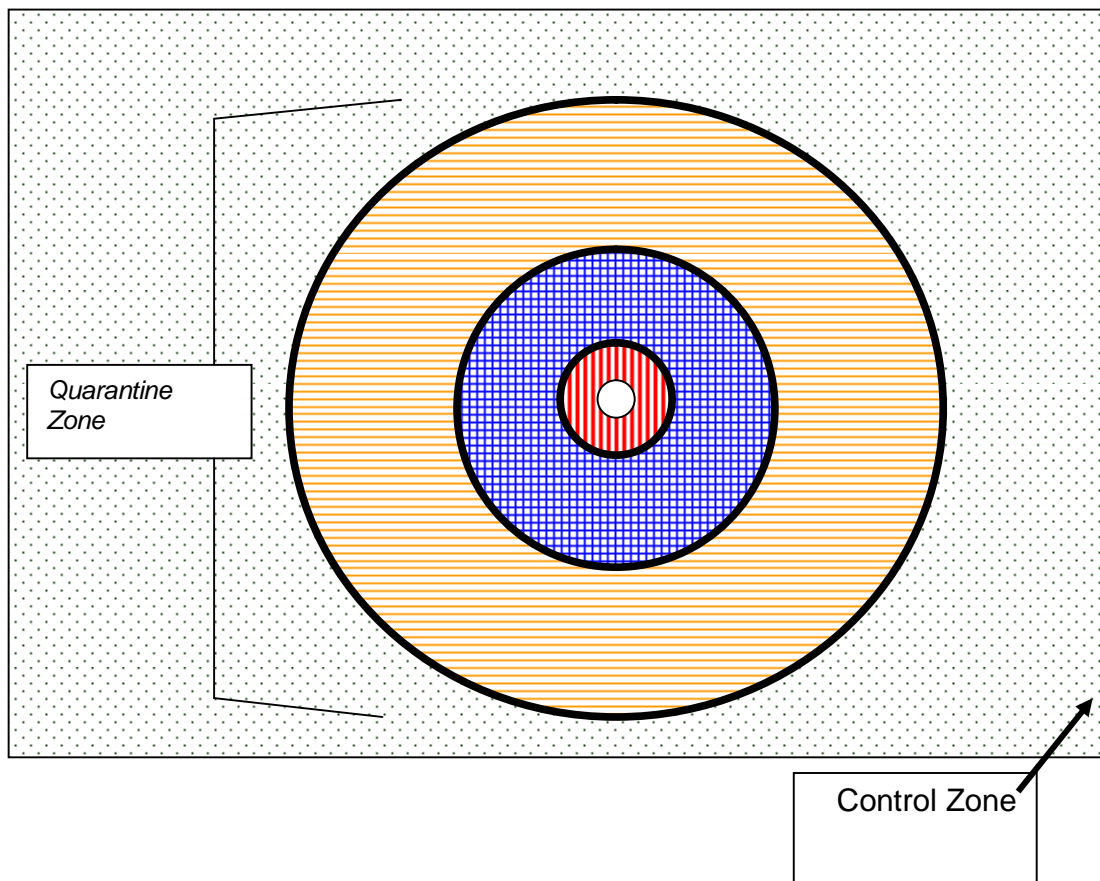
#### EMERGENCY CONTACT LIST

LOCAL VETERINARIANS-	Odessa:	816-230-8484
	Lexington:	660-259-4900
	Higginsville:	660-584-2558
STATE EMERGENCY MANAGEMENT AGENCY-		573-526-9500
After hour duty officer-		573-751-2748
KANSAS CITY FBI OFFICE-		816-512-8200
MIDWEST RESPONSE - (PO BOX 860534, SHAWNEE, KS)		916-403-3090
LIVESTOCK MARKETS-		N/A
LOCAL PRODUCERS/LARGE SCALE FACILITIES-		N/A
HUMANE SOCIETY		
A TROOP (MSHP) -		816-524-1407
COUNTY SHERRIF-		9-1-1
AREA HAZMAT TEAM-	Sni Valley:	816-690-6990
COUNTY PUBLIC HEALTH-		660-259-4371
ANIMAL CONTROL-	Lexington:	660-259-6321
DISTRICT VETRINARIAN-		573-751-2000
MISSOURI DEPARTMENT OF AGRICULTURE-		573-751-2000
MISSOURI DEPARTMENT OF HEALTH AND SENIOR SERVICES-		660-259-2294
RED CROSS-		816-240-2461
USDA * ANIMAL AND PLANT INSPECTION SERVICE (APHIS) -		(To be published)

## APPENDIX 4

### QUARANTINE

In the event that quarantine is required to contain the spread of disease and/or mitigate the economic impact of discovery of a FAD/AD, MDA, through SEMA, will establish the quarantine area and protocols to be followed. SEMA will coordinate State Agencies supporting the quarantine and manage resources to assist the local jurisdiction. The depiction below is provided only as a generic example of a quarantine site.



## **APPENDIX 5**

### **REFERENCES/STATUTORY AUTHORITY**

HOMELAND SECURITY PRESIDENTIAL DIRECTIVE/HSPD – 9  
DEFENSE OF UNITED STATES AGRICULTURE AND FOOD, JAN 30, 04

HOMELAND SECURITY PRESIDENTIAL DIRECTIVE/HSPD – 10  
BIODEFENSE FOR THE 21<sup>st</sup> CENTURY

RSMO TITLE XVII, CHAPTER 261

RSMO, TITLE XVII, CHAPTER 267

RSMO, TITLE XVII, CHAPTER 269

RSMO, TITLE V, CHAPTER 44

MISSOURI STATE EMERGENCY OPERATIONS PLAN

CODE OF STATE REGULATIONS, TITLE 11, DIVISION 10, CHAPTER 11

EMERGENCY POULTRY DISEASE (EPD) MANAGEMENT PLAN (TRI-STATE AREA), OCT 1,  
2003

## **APPENDIX 6**

### **RESPONSE EQUIPMENT LIST**

Some counties requested a list of infectious animal disease response equipment and suggestions on where these items could be purchased. This information is included as guidance only and the list is in not all inclusive, these are just suggestions of items that may be useful. This list was included simply for your information.

Boot Brushes

Tyvex Coveralls

Tyvex Booties

Footbath pans

Footbath disinfection chemicals

Local jurisdictions may wish to add other equipment -- A list of the authorized equipment for AG events in the FY 04 city/county grant instruction might be a good start. In addition, the Dept of AG is acquiring and maintaining a portable response capability that would augment local jurisdiction resources.

## REFERENCES

### RSMO TITLE XVII

- 261.20** - Gives the Director of AG authority to impose quarantine
- 267.120** - State Vet may prescribe for infected animals and “call for help on the County Commission or legally substituted court ... shall order the sheriff or other officer to give assistance necessary to enforce the law”
- 267.179** - Indemnification for cattle registering positive for tuberculosis
- 267.230** - Power to enforce fines and class of misdemeanor crime plus says local law enforcement “may” and state law enforcement “shall” assist with enforcement
- 267.240** - May change existing rules on movement of animals/travel and speaks about the Governor proclaiming a quarantine
- 267.475**
- 267.590 & .595** - Broad authority to the state vet to quarantine
- 267.611** - Indemnification – broad authority and can be set by the Dir of AG
- 267.645** - Authority to enter premises and examine livestock
- 267.650**
- Chapter 269** – Deals with disposal of dead animals and inspections