Multi-Agency Response to a Highly Pathogenic Avian Influenza Animal Emergency

May 21, 2007
This plan was developed cooperatively by the Oregon Department of Agriculture, the Oregon Department of Fish and Wildlife, the Oregon State University Veterinary Diagnostic Laboratory, the Oregon Public Health Division, the U.S. Department of Agriculture, Wildlife Services and Veterinary Services, and the U.S. Fish and Wildlife Service.
## Contents

1 **Purpose** 4

2 **Situation** .................................................................................................................. 4

3 **Assumptions** ............................................................................................................... 5

4 **Authorities** ................................................................................................................ 5
   4.1 Oregon Department of Agriculture .................................................................... 5
   4.2 Oregon Department of Fish and Wildlife .......................................................... 6
   4.3 Oregon State University Veterinary Diagnostic Laboratory ......................... 6
   4.4 Oregon Public Health Division .......................................................................... 6
   4.5 USDA Veterinary Services................................................................................ 6
   4.6 USDA Wildlife Services.................................................................................... 7
   4.7 U.S. Fish and Wildlife Service .......................................................................... 7

5 **Concept of Operations** ............................................................................................... 7
   5.1 Proposed ICS Structure...................................................................................... 8
   5.2 Emergency Workgroup.................................................................................... 10

6 **Roles and Responsibilities of Responding Agencies** ............................................. 11
   6.1 Oregon Department of Agriculture.................................................................. 11
   6.2 Oregon Department of Fish and Wildlife ........................................................13
   6.3 OSU Veterinary Diagnostic Lab...................................................................... 13
   6.4 Oregon Public Health Division....................................................................... 14
   6.5 Local Health Departments ............................................................................... 16
   6.6 USDA Veterinary Services.............................................................................. 16
   6.7 USDA Wildlife Services.................................................................................. 17
   6.8 U.S. Fish and Wildlife Service ........................................................................ 18

7 **Acronyms** ................................................................................................................ 20

8 **Record of Changes** ................................................................................................ 20

**Attachment A:** Joint Incident Communications Plan.............................................. A-1

**Attachment B:** Agency Surveillance and Response Plans......................................... A-10

**Attachment C:** Avian Influenza Interagency Workgroup ........................................ A-12

**Attachment D:** Avian Influenza Interagency Workgroup Planning Subcommittee.... A-15
1 PURPOSE

The purpose of this document is to provide an overview of the roles and responsibilities and lines of communication among state, federal and local agencies that have responsibilities in a highly pathogenic avian influenza (HPAI) animal disease emergency.

Since it was identified in 1996, millions of domestic poultry in Asia, Europe and Africa have died or have been culled due to HPAI H5N1. Introduction of this virus into the U.S. poultry industry would be devastating. In addition to poultry, mortality from HPAI H5N1 has been reported in nearly 60 wild bird species worldwide. Human infection is not common and is primarily associated with close contact with infected domestic poultry.

Since human cases of HPAI H5N1 were first identified in 1997, there has been increasing concern that this virus could mutate to create a strain capable of causing a pandemic in humans. Because of these concerns, an interagency workgroup of state and federal agencies with roles in a potential HPAI animal emergency was convened in late 2005. In April of 2006, the workgroup agreed to develop an interagency plan to coordinate a response to an HPAI animal disease emergency in Oregon. Since agency roles will differ depending on geographic location of the virus and affected species, this plan is scenario-based.

Avian Influenza Interagency Workgroup members (see Attachment C) convened a Planning Subcommittee (see Attachment D) to define agency roles and responsibilities and to develop a risk communications plan (see Attachment A). This document is the result of that work. We acknowledge the participation of the workgroup members, particularly the contributions of the Planning Subcommittee members.

2 SITUATION

- As of March 1, 2007, HPAI subtype H5N1 has not been detected in Oregon.
- International regulations require that diagnostic facilities must report the discovery of HPAI subtypes H5 or H7 to the appropriate federal and state agencies immediately upon confirmation.
- As of September 8, 2006, there have been 244 human cases of avian influenza with 143 deaths occurring in 10 countries. Most cases have been associated with close contact with infected poultry. Rare cases of person-to-person transmission may have occurred. This coincides with the World Health Organization pandemic alert phase 3.
- Millions of foreign domestic poultry have died or been culled during the current outbreak. Multiple wild bird mortality events have also been associated with this virus.
- The Oregon Department of Agriculture (ODA), Oregon Department of Fish and Wildlife (ODFW), Oregon Public Health Division, Department of Human Services (OPHD), and other state and federal agencies have avian influenza surveillance and response plans. The Oregon Public Health Division also has a pandemic influenza response plan (see Attachment B for references to all plans).
3 ASSUMPTIONS

- Avian influenza is an animal disease, not a human disease. However, there have been a limited number of human cases, most associated with close contact with infected poultry.
- Avian influenza could be introduced into Oregon birds by several different routes including migrating birds or illegally imported infected birds or their products.
- Scientists are concerned that avian influenza could, through genetic reassortment or mutation, become a disease that easily infects humans, thus causing an influenza pandemic.
- Local, state and federal agencies must work together to send a clear, concise and correct public message concerning the possible effects of this animal disease.
- Partner agencies have an understanding of the Incident Command System (ICS), and will utilize it during an incident.

4 AUTHORITIES

This section provides a short description of the statutory authorities for the agencies involved in a response to an HPAI incident. For the complete text of the statutes, refer to the United States Code and the Oregon Revised Statutes.

- You can search the United States Codes at the following Web site:
- You can search the Oregon Revised Statutes at the following Web site:
  - Oregon Revised Statutes: http://www.leg.state.or.us/ors/

4.1 Oregon Department of Agriculture

<table>
<thead>
<tr>
<th>Oregon Revised Statute</th>
<th>Title</th>
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<tbody>
<tr>
<td>596.020</td>
<td>Duties of the ODA to protect people and livestock</td>
</tr>
<tr>
<td>596.040</td>
<td>Authority to form a cooperative agreement with USDA for disease control and/or eradication</td>
</tr>
<tr>
<td>596.388</td>
<td>Authority to investigate cases of disease anywhere in the state</td>
</tr>
<tr>
<td>596.392</td>
<td>Authority to take action to control or eradicate disease in livestock</td>
</tr>
<tr>
<td>596.393</td>
<td>Authority for prescribing carcass disposal</td>
</tr>
<tr>
<td>596.402</td>
<td>Authority to Summarily Quarantine Areas</td>
</tr>
<tr>
<td>596.406</td>
<td>Authority to prescribe method of depopulation and indemnity</td>
</tr>
<tr>
<td>596.615–681</td>
<td>Authority for prescribing indemnification and salvage of carcasses</td>
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4.2 Oregon Department of Fish and Wildlife

<table>
<thead>
<tr>
<th>Oregon Revised Statute</th>
<th>Title</th>
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<tbody>
<tr>
<td>496.012</td>
<td>Wildlife policy. Directs the State Fish and Wildlife Commission to manage wildlife by preventing the depletion of indigenous species while providing optimum recreational benefits.</td>
</tr>
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</table>

4.3 Oregon State University Veterinary Diagnostic Laboratory

The Veterinary Diagnostic Laboratory does not have any legal authorities or jurisdictions. However, it is the only laboratory in Oregon approved by the U.S. Department of Agriculture (USDA) to conduct testing for select foreign animal diseases, specifically avian influenza, exotic Newcastle disease, classical swine fever, and foot and mouth disease. All testing is conducted under USDA standard operating procedures. As per state regulations, the lab is required to report any suspect or confirmed foreign animal disease outbreaks to state and federal veterinarians.

4.4 Oregon Public Health Division

The OPHD will serve in a support role to protect public health and safety and to provide accurate information to the public regarding human health risks. Public health legal authorities are described in Annex F, ESF-8 Health and Medical Services in the Oregon State Emergency Management Plan.

4.5 USDA Veterinary Services

<table>
<thead>
<tr>
<th>United States Code</th>
<th>Title</th>
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<tbody>
<tr>
<td>7 USC §§ 8301-8321 (2000)</td>
<td>Animal Health Protection Act. Passed into law on May 13, 2002, the new act gives the Secretary of Agriculture broad authority and discretion to prevent, detect, control, and eradicate diseases and pests of animals, including the authority to quarantine and destroy animals.</td>
</tr>
<tr>
<td>7 USC §1961 (2000)</td>
<td>Emergency Loans. Authorizes the Secretary to make and insure loans to farmers, ranchers, or people engaged in aquaculture who are affected by a quarantine.</td>
</tr>
</tbody>
</table>
4.6 USDA Wildlife Services

Because Wildlife Services works with the primary state and federal agencies that have regulatory authority, no statutory authority is provided for their HPAI activities.

4.7 U.S. Fish and Wildlife Service

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<th>United States Code</th>
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5 CONCEPT OF OPERATIONS

In the case of an HPAI diagnosis in a wild bird population, the Oregon Department of Fish and Wildlife, in cooperation with other appropriate state and federal agencies, would be the primary agency for directing state activities.

In the case of an HPAI diagnosis in a domesticated bird population, the Oregon Department of Agriculture, in cooperation with appropriate federal agencies, would be the primary agency for directing state activities.

In all cases, the Oregon Public Health Division will serve in a support role to protect public health and safety and to provide accurate information to the public regarding human health risks.

The nature of this disease, which has the ability to spread between wildlife and domestic birds, will dictate who has the lead role in any response. In most cases joint command will be established to allow input from both state and federal agencies that have the legal responsibility for the protection of animal and human health.

It is agreed that ongoing communication among all agencies described in the document is the most important outcome.
5.1 Proposed ICS Structure

Proposed ICS structure for multi-agency response to a HPAI animal emergency

5.1.1 Unified Command

The Unified Command organization consists of the Incident Commanders from the various agencies operating together to form a single command structure. Unified Command enables agencies to manage the incident together by establishing a common set of incident objectives, strategies, plans and priorities.

HPAI incidents will be complex and will cross both disciplinary and jurisdictional boundaries. Strong consideration should be made early in the incident to stand up the Unified Command. The makeup of a Unified Command is determined by the specific needs of the incident. However, the goal of a Unified Command is to provide a centralized decision-making hub to facilitate the effectiveness of multi-organizational communication and action.

During an HPAI animal emergency, the ODA, ODFW, USDA (Veterinary Services and Wildlife Services), and USFWS are likely to be represented in the Unified Command as they would all have some combination of legal authority, response role and resources to offer the incident. OPHD will be more likely to provide a Liaison Officer than to be represented in the Unified Command.
5.1.1.1 Incident Commander

Responsibilities of the Incident Commander include:

- Overall management of the incident
- Assessment of the incident priorities
- Resource needs assessment and acquisition
- Coordination with outside agencies
- Approval authority for release of public information

5.1.1.2 Command Staff

**Joint Information System**
The Joint Information System (JIS) includes plans, protocols and structures for providing the public with timely and accurate incident information. This system employs Joint Information Centers (JIC) and brings incident communicators together during an incident to develop, coordinate and deliver a unified message. This will ensure that state, federal and local partners release the same information during an incident.

Since all agencies should be providing the same public information about the incident, ODA, ODFW, OPHD, USDA, USFWS and any local partners should have a representative in the JIC.

**Liaison Officers**
The Liaison Officers help the Unified Command effectively manage the concerns and issues raised by stakeholders (e.g., elected officials, government agencies, special interest groups, the general public, and industry partners).

There can be multiple Liaison Officers in the ICS structure. The Oregon Public Health Division, the Oregon Occupational Safety and Health Division (OR-OSHA), and the Oregon Department of Environmental Quality (DEQ) would likely have Liaison Officers in the ICS structure to advise the Unified Command and to conduct outreach.

**Safety Officer**
The Safety Officer is responsible for monitoring and assessing hazardous and unsafe situations and developing measures to assure personnel safety. The Safety Officer may assign Assistant Safety Officers to help manage and monitor the safety aspects of an incident.

During an HPAI animal emergency, the Safety Officer would play an important role in assuring that response personnel are properly protected, including recommending appropriate personal protective equipment and health monitoring. In addition, there are likely to be equipment safety issues, especially if commercial poultry depopulation is part of the response. Agency representatives from OPHD or OR-OSHA would be likely candidates.
5.1.1.3 General Staff

Operations Section Chief
The Operations Section Chief manages all tactical operations of the incident. He or she also participates in the development of the Incident Action Plan, so must also think forward to the next operational period.

During an HPAI animal emergency, the Operations Section Chief would be responsible for managing tactical operations for both wildlife and agricultural responses, depending on the scenario, including:

- Field investigation of newly infected flocks
- Surveillance (in both wild and domestic birds)
- Depopulation and disposal
- Cleaning and disinfection
- Laboratory services

The Operations Section Chief would likely activate Branch Directors to manage investigative and field operations functions, especially if the incident became large, included multiple sites, or included both domestic poultry and wild birds. Branch Directors may activate Group Supervisors to accomplish specific functions.

Planning Section Chief
The Planning Section Chief is responsible for the collection, evaluation, dissemination and use of information about the development of the incident. The Planning Section Chief is also responsible for developing the Incident Action Plan to be approved by the Unified Command and distributed at shift changes.

During an HPAI animal emergency, the Planning Section Chief will be responsible for predicting and planning for what will happen next in the outbreak (e.g., is it likely to spread beyond one farm? If so, how do we prevent this from happening?). Because test results from the OSU Veterinary Diagnostic Laboratory are instrumental to the planning process, there would likely be a Laboratory Unit. The Laboratory Unit Leader would report to the Planning Section Chief. Other units that would likely be needed if the incident became large or included both domestic poultry and wild birds would be Situation, Resources, and Documentation Units.

During an incident, General Staff positions such as Finance and Administration and Logistics would be activated as needed, based on the span of control of the Unified Command.

5.2 Emergency Workgroup

In the case of a confirmed positive test for HPAI H5N1 in a wild bird in any location in the Pacific Flyway, a working group will convene immediately by teleconference to formulate technical recommendations for specific state and regional redirection on established surveillance. These recommendations will be forwarded immediately to the National
Steering Committee and to the Incident Command (if established). Membership of this group will be determined by June 2006 and will consist of representatives of the following agencies:

- Pacific Flyway Study Committee
- Pacific Flyway Non-Game Technical Committee
- U.S. Fish and Wildlife Service
- U.S. Department of Agriculture
- U.S. Geological Survey
- Oregon Department of Agriculture, Animal Health and Identification Division
- Oregon Department of Fish and Wildlife

The teleconference will be facilitated by the Pacific Flyway Study Committee representative and by the USFWS Migratory Bird Coordinator for Region 1.

6 ROLES AND RESPONSIBILITIES OF RESPONDING AGENCIES

6.1 Oregon Department of Agriculture

The ODA is the state agency with primary responsibility for avian influenza control in domesticated fowl within the state of Oregon.

Actions before HPAI is diagnosed in North America

- Beginning in June, 2006, collect samples from domestic and game bird flocks to test for both highly pathogenic AI (HPAI) and low pathogenicity AI (LPAI) subtypes H5 and H7 throughout Oregon. Testing will follow the USDA surveillance plan for subtypes H5 and H7 until mid 2007 (USDA, 2006).

Actions if HPAI is diagnosed in wild birds in North America

- If HPAI is discovered anywhere in the Pacific Flyway, appoint a representative to the working group that convenes to review surveillance guidelines (see section 5.2).
- Increase public information and education efforts directed at domestic bird owners, specifically on biosecurity topics and ways to protect their birds from AI infection.
- Evaluate the need to restrict traffic of animals, equipment, food, etc. arriving from other states or within specified areas in Oregon.

Actions if HPAI is diagnosed in domestic birds in Oregon

- Activate the Avian Influenza Surveillance and Response Plan (ODA, 2006).
• In consultation with the USDA Veterinary Services Area Veterinarian in Charge (AVIC), determine the scope and level of initial response, initiate a task force, and establish an Incident Command System (see section 5.1).

• Communicate with and seek cooperation from the following agencies for assistance in controlling the outbreak:
  o Oregon Department of Fish and Wildlife
  o OSU Veterinary Diagnostic Laboratory
  o Oregon Public Health Division
  o Oregon State Police
  o Oregon Department of Transportation (ODOT)
  o U.S. Fish and Wildlife Service
  o Oregon Emergency Management

• In consultation with the AVIC, establish quarantine areas and issue quarantine orders as needed.

• Establish entry control points and operation procedures for each site.

• In consultation with the AVIC, Oregon Public Health Division, and other agency personnel, strategically assign duties and areas of responsibility to state, deputy-state and federal veterinarians, members of the Oregon veterinary corps, livestock inspectors, and animal health technicians.

• In consultation with the AVIC, the OPHD, and the Oregon Occupational Safety and Health Administration (OSHA), establish personal protective equipment requirements for people working in contaminated sites.

• Determine appropriate movement restrictions for domestic fowl, people, equipment, feeds, commodities and conveyances.

• Prepare information for dissemination to the public, producers, processors and other concerned groups through the Joint Information Center.

• Coordinate with the Oregon Emergency Management, Oregon State Police, and Oregon Department of Transportation, local jurisdictions, and other agencies as needed in locating staging areas outside of the quarantined area.

• Conduct AI disease assessments and other related activities to be able to coordinate state-level AI disease emergency response and recovery efforts.

• Identify contaminated feed, livestock and agricultural products that must be destroyed and disposed of or decontaminated.

• Identify and approve, with notification to the Oregon Department of Environmental Quality, disposal sites for animal carcass and other contaminated material.

• Establish personnel and equipment decontamination procedures for existing contamination sites.

• Coordinate with appropriate organizations for the deployment of inspectors and veterinarians for enhanced surveillance, response and recovery.

• Coordinate with Oregon State Police and county and local law enforcement for site security and related issues.
• Maintain ongoing AI surveillance of affected communities to rapidly identify and address disease-related problems.

6.2 Oregon Department of Fish and Wildlife

**Actions before HPAI is diagnosed in North America**

• In cooperation with USDA Wildlife Services and the U.S. Fish and Wildlife Service, conduct surveillance for HPAI in hunter-killed migratory waterfowl, live waterfowl and shore birds, and environmental samples (e.g., water) as defined under the Pacific Flyway surveillance plan (Pacific Flyway Council, 2006) and the national HPAI surveillance plan (USDA, 2006).

• Collect, submit and investigate dead and sick wild birds determined to have suspicious signs or presenting clinical signs of HPAI as part of our standard procedure in monitoring wildlife health.

• Provide public media messages specific to HPAI in wild birds in Oregon in conjunction with the Oregon Department of Agriculture and the Public Health Division to constituents of Oregon’s wildlife resource.

**Actions if HPAI is diagnosed in wild birds North America**

• Communicate, coordinate and cooperate with state and federal agencies and other regulatory agencies in the event HPAI is identified in wild birds, domestic birds or humans to provide personnel resources and expertise in wildlife population and disease management in Oregon.

• Redirect resources to assist in the interagency response to a positive test.

• If HPAI is discovered anywhere in the Pacific Flyway, appoint a representative to the working group that convenes to review surveillance guidelines (see section 5.2).

• In cooperation and coordination with the ODA State Veterinarian office, dispose of wild birds dying of HPAI using approved methods at identified animal carcass disposal sites.

6.3 OSU Veterinary Diagnostic Lab

**Actions before HPAI is diagnosed in North America**

• Beginning in July 2006, process samples from domestic and game bird flocks as well as wild bird populations for HPAI and LPAI subtypes H5 and H7 throughout Oregon under the USDA HPAI and LPAI surveillance plan until mid 2007 (USDA, 2006).

**Actions if HPAI is diagnosed in wild birds in North America**

• Receive and perform real-time reverse transcriptase-polymerase chain reaction (RT-PCR) testing on surveillance and diagnostic samples from public agencies and private submitters. Samples will be submitted through the lab’s receiving in Magruder Hall.
• Maintain lines of communication with submitters to ensure that proper samples and shipping conditions are observed.

• Maintain adequate testing staff to allow appropriate turn-around time on testing:
  o Routine surveillance samples will be tested within 48 hours of receipt by the virology lab (not counting weekends).
  o Cases of suspicious deaths will be tested within 24 hours of receipt.

• Report results of RT-PCR tests and forward specimens to appropriate agencies as specified by the USDA procedure for AI virus testing. Results will be reported to agencies as soon as completed in the lab:
  o Negative results will be reported to the submitter as soon as confirmed.
  o Positive test results are considered presumptive and will be reported to the ODA and the AVIC as directed by the USDA-APHIS procedures for responding to and reporting a laboratory finding for HPAI (USDA, 2006a and 2005b).
  o All test-positive specimens will be forwarded to the National Veterinary Services Laboratories for confirmatory testing per their SOP AVPR01510.02.
  o Confirmed positive results will be reported by national lab officials to the Oregon Department of Agriculture and AVIC. ODA will report to the submitter.
  Note: All testing is considered confidential, and the OSU Veterinary Diagnostic Laboratory will not release announcements on presumptive positive results to the media.

• As soon as HPAI has been diagnosed in wild birds in Oregon, prepare for the possibility of HPAI in domestic birds:
  o Place additional orders for lab supplies to cover a surge.
  o Create a weekend duty roster schedule.
  o Arrange for weekend delivery of specimens.

Actions if HPAI is diagnosed in domestic birds in Oregon
• Continue all activities from the previous phases.
• Order additional lab supplies, as needed.
• Implement weekend duty schedules, as needed.
• Transfer lab staff from other departments to help receive and sort specimens.

6.4 Oregon Public Health Division

Actions before HPAI is diagnosed in North America
• Participate in Avian Influenza Interagency Workgroup update meetings and conference calls.
• Facilitate surveillance activities by referring reports of sick or dead birds to appropriate partner agencies.
• With OR-OSHA, provide recommendations for the protection of workers exposed to HPAI while conducting control and eradication activities in affected poultry flocks.
• With OR-OSHA, provide recommendations for the protection of wildlife biologists and others exposed to HPAI while handling potentially affected wild birds.

• May assist employers and agencies in protecting their employees by facilitating the purchase of antiviral drugs and advising on proper storage and management:
  o Protection of workers exposed to HPAI is the responsibility of each employer or agency. This includes the provision of antiviral drugs, seasonal influenza vaccine and health monitoring.
  o Purchase, management, and administration of these items and services is the responsibility of each employer or agency.

• Assist partner agencies in the development of protocols and procedures for employee health monitoring as related to avian influenza exposure, if needed.

• Create and review procedures for evaluating and testing suspect human cases of H5N1.

• With partner agencies, exercise avian influenza response plans.

• With partner agencies, develop and share risk communication tools and strategies (see Attachment A).

Actions if HPAI is diagnosed in wild birds in North America

• Participate in Avian Influenza Interagency Workgroup update meetings and conference calls.

• Consult with the Centers for Disease Control and Prevention (CDC) regarding the current virus strain and provide up-to-date information to partner agencies.

• Consult with wildlife agencies on human health risks associated with wild bird contact.

• With OR-OSHA, review worker protection guidelines for the protection of wildlife biologists and provide guidance based on the situation.

• Review and if necessary, revise procedures for evaluating and testing suspect human cases of H5N1.

• Collaborate with partner agencies on risk communication (see Attachment A).

Actions if HPAI is diagnosed in domestic birds in Oregon

• Participate in Avian Influenza Interagency Workgroup update meetings and conference calls.

• Consult with the CDC regarding the current virus strain and provide up-to-date information to partner agencies.

• With OR-OSHA, review worker protection guidelines for the protection of workers conducting control and eradication activities in affected poultry flocks and provide guidance based on the situation.

• Review and if necessary, revise procedures for evaluating and testing suspected human cases of H5N1.

• Collaborate with partner agencies on risk communication (see Attachment A).
6.5 Local Health Departments

**Actions before HPAI is diagnosed in North America**
- Facilitate surveillance activities by referring reports of sick or dead birds to the appropriate partner agencies.
- Disseminate accurate public information, including the appropriate contact information for other agencies.

**Actions if HPAI is diagnosed in wild birds in North America**
- Continue disseminating accurate public information, including appropriate contact information for other agencies.

**Actions if HPAI is diagnosed in domestic birds in Oregon**
- Continue disseminating accurate public information, including appropriate contact information for other agencies.

6.6 USDA Veterinary Services

**Actions before HPAI is diagnosed in North America**
- Provide current disease status information to states and other stakeholders including trade restrictions and animal movement requirements.
- Provide information on appropriate biosecurity measures to the private sector, state, local, and tribal governments and help develop, support and carry out surveillance programs.
- Sponsor research on influenza viruses with pandemic potential and on vaccines that might be effective in controlling them.
- Stockpile vaccines for use during an HPAI outbreak, contract for the storage and deployment of additional material, and stockpile additional laboratory diagnostic reagents, personal protective equipment, and antiviral agents.
- Organize, train and equip state Incident Management Teams and Veterinary Reserve Corps.

**Actions if HPAI is diagnosed in wild birds in North America**
- Provide support to the federal, state, and other stakeholder lead agencies.
- Partner with the U.S. Fish and Wildlife Services, USDA Wildlife Services, and others to coordinate the federal government’s surveillance strategy for the early detection of HPAI in wild migratory birds and other wildlife when appropriate. USDA Wildlife Services administers a National Wildlife Disease Surveillance and Emergency Response Program that is responsible for conducting daily surveillance on wildlife diseases, such as HPAI.
Actions if HPAI is diagnosed in domestic birds in Oregon

- Work with state partners to confirm the source/premises of the positive birds and the status of illness of the source birds.
- Determine last known premises of residence of the birds of interest. If the diagnosis is through a laboratory submission, then the specific source of the submission or the last premises of residence must be confirmed. If the source cannot be determined, every attempt must be made to determine, with as much specificity as possible, the limits of the geographical area in which the bird of interest could have last been resident.
- If the positive sample of interest was collected at slaughter, collect initial information necessary to track the conveyances used and confirm that no movements occurred out of the slaughter facility holding area.
- Communicate all information gathered to the USDA Veterinary Services Regional Office and Emergency Management office.
- Assist in disease eradication activities including quarantine, evaluation, slaughter, disposal, cleaning and disinfecting, epidemiology, trace-back, vector control and transportation permitting arrangements.
- Consult with state and local authorities regarding eradication proceedings.
- Collect, analyze and disseminate technical and logistical information.
- Provide response personnel, materiel, technical expertise, and funding for certain disease control and eradication activities.
- Provide diagnostic reference services and primary testing support, both prior to an outbreak and during an outbreak response.
- Define training requirements for casual employees or support agencies involved in eradication operations.
- Issue a declaration of extraordinary emergency, if conditions warrant it.
- Coordinate with state and local agencies to define quarantine and buffer zones.
- Deliver vaccines from the USDA stockpile to requesting agencies.
- Prepare information for dissemination to the public, producers, processors and other concerned groups through the Joint Information Center.
- Allocate funding for compensation to the owners of depopulated animals.
- Define restrictions on interstate commerce.

6.7 USDA Wildlife Services

USDA Wildlife Services is an emergency response agency with broad legislative authority to assist local, state and federal agencies manage diseases. Wildlife Services works closely with the Oregon Department of Fish and Wildlife to conduct and coordinate the multi-agency sampling strategy for the Pacific Flyway.
Actions before HPAI is diagnosed in North America
- Provide funding to ODFW to collect samples from hunter-killed migratory waterfowl, live waterfowl and shore birds, and environmental samples (e.g., water) to test for HPAI.
- Conduct the agency’s own surveillance for HPAI in hunter-killed birds, live birds, and environmental samples.

Actions if HPAI is diagnosed in wild birds in North America or domestic birds in Oregon
- Act as a resource for state and federal agencies by providing people to staff programs and to lend expertise. Wildlife Services assumes that once an outbreak is confirmed, funds will be made available through Congress to cover response activities.
- Work on both domestic and wild bird issues with the primary state and federal agencies that have the regulatory or management authority.
- If available, provide vehicles to accompany personnel dispatched to the outbreak event.
- If necessary, provide personnel to staff positions in the Incident Command.

6.8 U.S. Fish and Wildlife Service

The U.S. Fish and Wildlife Service is the principal federal agency responsible for conserving, protecting and enhancing migratory birds, fish, wildlife and plants and their habitats for the continuing benefit of the American people. The Service manages the National Wildlife Refuge System, which encompasses national wildlife refuges, thousands of small wetlands and other special management areas. It also operates national fish hatcheries, fishery resources offices and ecological services field stations.

The agency enforces federal wildlife laws, administers the Migratory Bird Treaty Act and Endangered Species Act, manages migratory bird populations, restores nationally significant fisheries, conserves and restores wildlife habitat such as wetlands, and helps foreign and Native American tribal governments with their conservation efforts. It also oversees the Federal Assistance program, which distributes hundreds of millions of dollars in excise taxes on fishing and hunting equipment to state fish and wildlife agencies.

Actions before HPAI is diagnosed in North America
- In cooperation with USDA Wildlife Services and the Oregon Department of Fish and Wildlife, conduct surveillance for HPAI in hunter-killed migratory waterfowl, live waterfowl and shore birds, and environmental samples (e.g., water) as defined under the Pacific Flyway surveillance plan (Pacific Flyway Council, 2006) and the national HPAI surveillance plan (USDA, 2006).
- Collect, submit and investigate dead and sick wild birds determined to have suspicious signs or presenting clinical signs of HPAI as part of our standard procedure in monitoring wildlife health.
• Provide public media messages specific to HPAI in wild birds in Oregon in conjunction with ODFW, ODA and OPHD to constituents of Oregon’s wildlife resource.

• Establish a cooperative agreement with ODFW to help fund an early detection surveillance effort for monitoring wild birds.

**Actions if HPAI is diagnosed in wild birds in North America**

• Communicate, coordinate and cooperate with federal and state agencies to provide personnel resources and expertise in wildlife population and disease management in Oregon.

• Redirect resources to assist in interagency response to a positive test.

• If HPAI is discovered anywhere in the Pacific Flyway, appoint a representative to the working group that convenes to review surveillance guidelines (see section 5.2).

• In cooperation and coordination with the ODFW and the ODA State Veterinarian office, dispose of wild birds dying of HPAI via approved methods at identified animal carcass disposal sites.

• Manage USFWS lands (refuges or hatcheries) that fall within containment zones in ways that protect human health, contain the disease, and maintain biosecurity.

**Actions if HPAI is diagnosed in domestic birds in Oregon**

• In cooperation with ODFW, consider increasing surveillance in wild birds to detect spread from domestic to wild birds.
7 **ACRONYMS**

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<tr>
<td>AI</td>
<td>avian influenza</td>
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<tr>
<td>CDC</td>
<td>Centers for Disease Control and Prevention</td>
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<td>DHS</td>
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<td>Joint Information Center</td>
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<td>Oregon Occupational Safety and Health Division</td>
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<td>U.S. Fish and Wildlife Services</td>
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8 **RECORD OF CHANGES**

This plan will be reviewed by the Interagency Workgroup at least annually and updated as appropriate.

<table>
<thead>
<tr>
<th>Date</th>
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<td>9/29/06</td>
<td>Initial release</td>
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<tr>
<td>3/30/07</td>
<td>Revisions based on lessons learned from TTX conducted on 11/7/2006. Major changes: Addition of ICS section in Concept of Operations and addition of statutory authorities</td>
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<td>5/21/07</td>
<td>Modifications to communications attachment.</td>
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ATTACHMENT A:
JOINT INCIDENT COMMUNICATIONS PLAN

The following plan describes the coordinated communication efforts of the Oregon Department of Agriculture (ODA), the Oregon Department of Fish and Wildlife (ODFW), the U.S. Fish and Wildlife Service (USFWS), and the Oregon Department of Human Services, Public Health Division (OPHD). In this document, the combined team is referred to as the Oregon Avian Influenza Communications Team (OAICT).

The following plan is to be used as a framework for a communications response to an emergency under the National Incident Management System (NIMS). NIMS integrates effective practices in emergency preparedness and response into a comprehensive national framework for incident management.

Under the Incident Command System (ICS), a Joint Information System will be activated and, if warranted by the scope of the emergency or level of public interest, a Joint Information Center (JIC) will be established. Activation of the Joint Information System includes use of the Virtual Joint Information Center located on the secure Health Network Web site at: https://www.oregonhan.org.

Under most circumstances, the public information officer (PIO) from the lead response agency will act as the lead PIO for the incident and will link with the JIC to support the incident command structure. In coordination with the Governor's Office and the JIC, the lead PIO represents and advises the Incident Command on all public information matters relating to management of the incident. The JIC handles on-scene media and public inquiries, emergency public information and warnings, rumor monitoring and response, media monitoring, and other functions to coordinate, clear with appropriate authorities, and disseminate accurate and timely information related to the incident, particularly regarding information on public health and safety, and protection.

For each of the following trigger points, the lead PIO for the incident will notify all other members of the OAICT.

- First confirmed case of HPAI H5N1 in any wild or domestic bird in North America.
- First confirmed case of HPAI H5N1 in any wild or domestic bird in the U.S.
- First confirmed case of HPAI H5N1 in any wild or domestic bird in Oregon, Washington, Idaho or California.
- First confirmed case of HPAI H5N1 in any wild or domestic bird in Oregon, Washington, Idaho or California.

In the event of the first confirmed case of HPAI H5N1 in Oregon, Washington, Idaho or California, the lead PIO will convene a conference call of the OAICT to discuss immediate actions and activation of the Joint Information System.

In the event of the first confirmed case of HPAI H5N1 in Oregon, immediately upon notification, the lead PIO will notify other OAICT members using the 24/7 contact numbers provided. (Please note: After-hours contact information is confidential and is not
to be shared outside the communication team.) The lead PIO will convene a conference call of the OAICT. If not already activated, it is anticipated that a Joint Information Center will be necessary at this point. The Joint Information Center will be established and staffed according to protocols outlined in the State of Oregon Emergency and Major Disaster Public Information Plan.

The Role of Communications Staff at ODFW/USFWS

In the event of a highly pathogenic H5N1 avian influenza detection in a wild bird in Oregon, ODFW will take the lead. A joint group, including USDA, USFWS, ODA and OPHD communications staff, will actively communicate program activities to media; state, city and county governments; stakeholders including hunters and bird-watchers; and the general public. This includes maintaining the flow of information; providing liaison between wildlife agencies, mission areas, other state agencies and the mass communication media, state and local governments, and the public; and conducting operations from a JIC.

The Role of ODA Information Office

In the event of the first highly pathogenic H5N1 avian influenza detection in U.S. domestic birds, ODA’s Information Office, in coordination with other state and federal agencies, will be the lead on all communication activities associated with avian influenza in domestic birds. This includes maintaining the flow of information; providing liaison between USDA agencies, mission areas, other state agencies and the mass communication media, state and local governments, and the public; and conducting operations from a JIC.

The Role of DHS Public Health Office of Communications and Public Health Emergency Preparedness Program

In the event of the first human avian influenza case in the U.S., the Oregon Public Health Division, in coordination with the federal Centers for Disease Control and Prevention and Oregon county health departments, will be the lead on all communication activities associated with avian influenza as a human health issue.

In the event of human cases of avian influenza in Oregon, OPHD will activate and operate a public health JIC.

OPHD will act as a liaison to coordinate and maintain flow of information with the Oregon and U.S. Departments of Agriculture and Fish and Wildlife.
Overall Communications Objectives

- Provide transparent, accurate, timely, consistent information.
- Maintain credibility and instill public confidence in the state's ability to respond to an outbreak.
- Minimize public fear.
- Address rumors, inaccuracies and misperceptions as quickly as possible.
- Ensure that state and federal agencies communicate consistent messages about H5N1 and the government response to it.

Target Audiences

To recap, in the event of a confirmed highly pathogenic H5N1 avian influenza detection in wild bird populations, ODFW will take the lead. In the event of detection in commercial or non-commercial poultry, ODA will take the lead. In the event of human cases, OPHD will take the lead. All three agencies will actively communicate program activities to federal, state, and local government partners; the news media; industry and other stakeholders, trading partners, other counterparts, and the general public.

General Public

To ensure public goodwill and reduce suspicion, fear, and anxiety, the general public must be kept informed. In addition to providing information through the media, the JIC will provide up-to-date information through a variety of information channels.

Governments

The joint communications team (OAICT) will work with public affairs representatives of federal, state, and local partners in the event of a detection. (Contact and notification of these agencies will be made at other levels independent of the communications team.)

Industry/Stakeholders

OAICT will work closely with the Incident Commander to contact industry and stakeholder groups, including their public affairs representatives when possible, prior to publicly announcing actions that will impact those groups. These contacts will lend credibility to the project and garner support for the actions being taken. Industry and stakeholder groups also will be provided with related informational materials as they become available.
Media
All agencies will work to ensure that timely and accurate emergency information is provided to the media with sensitivity to deadlines. As a means to better manage media inquiries and demonstrate responsiveness and transparency, the JIC may schedule regular media briefings if intense interest and developments dictate the need.

Pre-Event Staging

Informational Materials
OAICT will have available informational materials, such as press releases, statements, advisories, talking points, fact sheets, and questions and answers prepared in advance by the mission area agencies that could be immediately issued during an emergency situation when H5N1 is detected in wild birds, in domestic birds, and/or in humans. The team will work closely with other agency public affairs staff to update these materials as additional information becomes available. The team will also distribute USDA-originated materials, such as public service announcements (PSAs), as appropriate and as time allows.

Event – First 48 Hours

Scenario 1: First wild bird tests positive for HPAI H5N1 in North America

Objectives
- Communicate actions the government is taking.
- Reassure the public that detection in birds does not signal a human pandemic.
- Reassure the public that avian influenza naturally resides in wild birds.
- Inform the public that routine hygiene precautions should be taken whenever interacting with wild birds and will provide protection from the disease.
- Prepare the public for the possibility of more bird/animal cases.
- Prepare the public for the possibility of human illness from direct contact with infected birds.

Key Issues
- Continued monitoring for disease in wild birds.
- Natural occurrence of avian influenza in wild bird populations.
- Common-sense hygiene and safety precautions.
• Safety of commercial poultry.
• Safety of properly prepared game birds.

Public Messages

• The virus has not infected any human in the United States.
• The overwhelming majority of human illnesses in other countries have resulted from direct contact with infected birds, usually domestic poultry and not wild birds.
• The rare human-to-human cases have involved close contact with an infected person.
• Avian influenzas are natural and endemic in wild bird populations.
• Federal and state agencies including ODFW, USFWS, ODA, USDA, and OPHD are working closely together to protect human health and the poultry industry against the disease:
  o We have increased monitoring in the region and areas where infected birds are likely to travel to ensure quick detection if there are additional outbreaks.
  o Experts currently believe that limiting opportunities for domestic poultry to come in contact with wild birds is a more effective disease management strategy than closing waterfowl seasons or otherwise restricting human contact with birds.
  o Should circumstances change, we are prepared to work with our state and federal counterparts and take prompt and appropriate measures—including hunting restrictions and closing wild bird areas to public access—if they are determined necessary and effective in protecting the health and safety of people and wild birds.
• Common-sense precautions that should always be taken when interacting with wild birds will also provide protection from the disease:
  o Avoid touching wild birds or their fecal material.
  o Use disposable or washable gloves when handling any equipment that comes in contact with wild birds. Wash hands thoroughly afterwards.
• Consuming both wild and domestic poultry is safe if cooked properly.

Stakeholder Messages (Hunters)

The following routine safety precautions, which hunters should take whenever handling game, will also provide protection from the virus:

• Wear rubber or disposable latex gloves while handling and cleaning game birds.
• Do not eat, drink, smoke or touch your face with the gloves while you are handling or cleaning game birds.
• Keep the game bird and its juices away from other foods.
• Thoroughly clean knives and all other equipments and surfaces that come in contact with the bird. After cleaning, use a solution of one-third cup chlorine bleach in one gallon of water to disinfect all contaminated surfaces.
• Wash your hands with soap and water for at least 20 seconds after handling bird, or with alcohol-based waterless hand cleaner if hands are not visibly soiled.
• Cook all game meat thoroughly (up to at least 165°F) to kill disease organisms and parasites. Use a food thermometer to ensure the inside of the bird has reached at least 165°F.
• Report sick birds by calling 1-866-968-2600.
• The Oregon Department of Fish and Wildlife and other agencies have veterinarians and a network of state wildlife biologists who can investigate a report of sick birds.

**Stakeholder Messages (Birdwatchers)**

As a general rule, people should observe wildlife and other wild birds from a distance to minimize possible exposure to any disease and disturbance to the animal. Also use the following common-sense safety precautions:

• Avoid touching wild birds and their fecal material. If there is contact with wild birds, do not rub eyes, eat, drink, or smoke before washing hands with soap and water.
• Use disposable or washable gloves when handling or cleaning backyard feeders, bird baths, or other equipment. Wash hands thoroughly after handling.

**Stakeholder Messages (Poultry Producers)**

Protect your flocks and be vigilant in reporting signs of illness

• Enhance biosecurity practices to prevent spread of the virus:
  o Permit only essential workers and vehicles to enter the farm to limit the chances of bringing the virus from an outside source.
  o Avoid visiting other poultry farms.
  o Disinfect shoes, clothes, hands, egg trays or flats, crates, vehicles and tires—all of which can carry the virus.
  o Protect your flocks from contact with wild birds.
• Know the signs of avian flu in domestic birds:
  o Signs include respiratory problems, such as coughing and sneezing, watery diarrhea, swelling around the head, neck, and eyes, loss of appetite.
• Report sick birds by calling 503-986-4680:
  o ODA will investigate any report of sick birds.

**Tactics**

**Intergovernmental/stakeholder outreach**

• Inform OAICT members (ODFW, USFWS, ODA, OPHD, USDA-APHIS).
• If the infected wild bird is found in Oregon, contact local government (county supervisors, city government if applicable) plus state and national representatives of region affected.
• Alert Oregon partners and key stakeholders, including sportsmen/conservation groups and bird-watching groups. See attached spreadsheet.
• Initiate a state legislative conference call or personal visits.
• Communicate with poultry industry groups and other identified stakeholders.

**Media outreach**

If HPAI H5N1 is detected in Oregon, the OAICT will:

• Issue a news release within one hour of notification of OAICT of a presumptive positive or confirmation of HPAI H5N1 in Oregon.
• Conduct a news conference with other relevant officials to discuss animal and human health implications, actions being taken, and guidance for the public.
• Establish a schedule of media briefings to ensure predictable, established lines of communication with reporters to provide updates on management of the outbreak.
• Distribute Q&A and fact sheet and post on Web site.
• Monitor media 24/7 to promptly correct misinformation.

If a detection is made in North America, but not in Oregon:

• USDA will assume a lead role, but OAICT and/or appropriate partner agencies will be ready to respond to media inquiries, including distribution of informational materials.
• OAICT may consider a media event with relevant officials to discuss potential impact on Oregon.

**General public outreach**

• Reassure the public that detection in birds does not signal a human pandemic.
• Distribute information containing key messages to print and broadcast media.
• Distribute information to hunters and other visitors to wild birds areas of regions affected.
• Post signage at wild bird areas or refuges in regions affected.

**Scenario 2: First domestic bird tests positive for HPAI H5N1 in the U.S./Oregon**

**Objectives**

• Communicate actions the government is taking.
• Reassure the public that detection in birds does not signal a human pandemic.
• Reassure the public that properly prepared poultry is safe to eat.
• Prepare the public for the possibility of more bird/animal cases.
• Prepare the public for the possibility of human illness from direct contact with infected birds.

**Key Issues**

• Effectiveness of surveillance
• Safety of commercial poultry
• Personal preparedness

**Public Messages**

The virus has not infected any human in the U.S.

• There is no evidence this virus is transmitted from person to person.
• Human illnesses in other countries have resulted from direct contact with infected birds.
• Detection in birds does not signal a human pandemic.

We are responding quickly and decisively to eradicate the virus

• We have activated our response plan and a response team is on the scene/on the way.
• We will establish a quarantine to limit movement in the area.
• The birds will be humanely destroyed.
• The area will be disinfected and will not re-open until tests show the area is free of the virus.
• We have increased monitoring in the region to ensure quick detection if there are additional outbreaks.

Properly prepared eggs and poultry are safe to eat

• Keep your hands, utensils, and surfaces clean.
• Cooking poultry to 165 degrees kills this virus and others.
• Any questions: call the USDA meat and poultry hotline—1-888-MP HOTLINE

Safeguarding the food supply

• USDA or state inspectors inspect all poultry products processed for public consumption.
• Retail stores sell only USDA or state inspected poultry.

**Industry Messages (Producers)**

Protect your flocks and be vigilant in reporting signs of illness

• Enhance biosecurity practices to prevent spread of the virus:
Permit only essential workers and vehicles to enter the farm to limit the chances of bringing the virus from an outside source.

Avoid visiting other poultry farms.

Disinfect shoes, clothes, hands, egg trays or flats, crates, vehicles and tires—all of which can carry the virus.

Protect your flocks from contact with wild birds.

Know the signs of avian flu:

- Signs include respiratory problems, such as coughing and sneezing, watery diarrhea, swelling around the head, neck, and eyes, loss of appetite.

Report sick birds by calling 503-986-4680:

- ODA will investigate a report of sick birds.

Be aware of the potential for AI infection in poultry workers and report suspicious cases to local public health agencies or physicians.

**Tactics**

**Intergovernmental/stakeholder outreach**

If a detection is made in Oregon:

- Internal conference call with all state/federal partner agencies, including communications staff.

- Intergovernmental conference call with local/state governments (including governor's office, animal health, human health, homeland security, and natural resources).

- Stakeholder conference call with poultry industry groups and other identified stakeholders.

- Congressional conference call or personal visits.

**Media outreach**

If a detection is made in Oregon:

- Conduct press conference with relevant officials to discuss animal and human health implications, actions being taken, and guidance for the public.

- Issue news release.

- Issue media advisory listing available resources (b-roll videotape, still photos, Q&A, fact sheet, updated sound bytes via Web site).

- Establish media briefing schedule to ensure predictable, established lines of communication with reporters to provide updates on management of the outbreak.

- Distribute Q&A and fact sheets and post on shared Web site.

- Provide b-roll tapes upon request (Ames lab testing/inspectors at plant).

- Post still photos on shared Web site (lab testing/inspectors at processing plant).

- Offer updated sound bytes via Web site.
• Monitor media 24/7 to promptly correct misinformation.

If a detection is made in North America, but not in Oregon:

• USDA will assume a lead role, but OAICT and/or appropriate partner agencies will be ready to respond to media inquiries, including distribution of informational materials.
• OAICT may consider a media availability with relevant officials to discuss impact of detection on Oregon.

General public outreach

• Distribute public service announcements (PSAs) containing key messages to radio stations.
• Launch shared public Web site.
• Post downloadable PSAs on shared Web site.
• Activate public hotline.
• Activate information dissemination channels to vulnerable populations or those who may have special information needs, including poultry workers, those for whom English is not their primary language, etc.

Public Affairs Role

• In conjunction with the Governor's Office, OAICT will plan, develop, supervise (if USDA is no longer in lead), and monitor communications activities related to the emergency, including:
  o Serve as a liaison with the public affairs staff of all impacted state and federal agencies.
  o Act as a liaison between any federal Incident Command JIC, the state public information officer(s), other federal agencies, stakeholder groups such as the poultry industry, hunters and bird-watchers, the public, and the media.
  o Gather new and updated information regarding agency response/status of detection, verify facts, and clear within proper channels.
  o Arrange briefings and conference calls for the media.
  o Coordinate and prepare the development of press releases, radio and television scripts, statements, advisories, talking points, Q&As, fact sheets, and other informational materials for external use related to the situation.
  o Respond to media and constituent queries.
  o Monitor media reports and be prepared to correct misinformation.
Public Affairs Support from Federal Agencies

USDA Incident of Significance – detection/outbreak of highly pathogenic H5N1 in United States

Once highly pathogenic H5N1 avian influenza is detected in the United States, the USDA Office of Communications emergency response staff will work from USDA headquarters and maintain, if warranted, a 24/7 JIC for emergency communications coordination. Public affairs staff members from the U.S. Departments of Interior, Health and Human Services, and Homeland Security will be invited to support the USDA JIC. When the JIC is activated, the Office of Communications will send a field public information officer (PIO) who will link back to the JIC in order to support the incident command structure.

Incident of National Significance

Should the President of the United States elevate a highly pathogenic H5N1 avian influenza outbreak to an incident of national significance, under the National Response Plan and NIMS, Office of Communications emergency response staff will continue to work from USDA headquarters and maintain a 24/7 ready room for emergency communications coordination. The Office of Communications will coordinate closely with OPHD and assign a PIO to support the OPHD JIC and incident command structure. The USDA PIO represents and advises the Incident Command on all public information matters relating to USDA and management of the incident. In a large-scale operation, the PIO serves as a field PIO with links to the JIC.
Multi-Agency Response to a HPAI Animal Emergency Notification Algorithm

ACRONYMS

CDC – Centers for Disease Control and Prevention
OSUVDL – Oregon State University Veterinary Diagnostic Laboratory
OAICT – Oregon Avian Influenza Communications Team
OSFP – Oregon State Police
ODFW – Oregon Dept. of Fish & Wildlife
PERG – Pacific Flyway Research Group
USDA AVIC – U.S. Dept. of Agriculture Wildlife Services
USGS – U.S. Geological Survey

DEQ – Oregon Dept. of Environmental Quality
NVSL – National Veterinary Services Laboratory
ODA – Oregon Dept. of Agriculture
OSPHD – Oregon Dept. of Public Health
OSP – Oregon State Police
OR-OSHA – Oregon OSHA

1. Primary Technical Contact for each agency notifies their PIO.
2. Lead PIO convenes a conference call with other OAICT members to discuss level of response and activate the Joint Information System, including use of Virtual Joint Information Center on Health Alert Network.
ATTACHMENT B:
AGENCY SURVEILLANCE AND RESPONSE PLANS

Oregon Department of Agriculture (ODA). 2006. AI Surveillance and Response Plan. Available at http://www.oregon.gov/ODA/AHID or by contacting Don Hansen at dhansen@oda.state.or.us


Oregon Department of Fish and Wildlife (ODFW). 2006. Oregon Wildlife Disease and Emergency Response Plan. Available by contacting Colin Gillin at collin.m.gillin@state.or.us

Oregon Department of Human Services, Public Health Division (OPHHD). 2006a. Assessment of Suspect Novel Influenza Cases. Acute and Communicable Disease Prevention. Available by contacting Paul Lewis at paul.f.lewis@state.or.us or Barbara Progulske at barbara.a.progulske@state.or.us


Oregon Department of Human Services, Public Health Division. 2006c. Routing Public Reports of Sick and Dead Domestic Birds and Wild Birds, Guidance for Local Health Departments. Acute and Communicable Disease Prevention. Available by contacting Barbara Progulske at barbara.a.progulske@state.or.us


Available at http://pacificflyway.gov/Documents/AIS_plan.pdf


U.S. Department of Agriculture. 2005a. Guidance for protecting workers against HPAI. Animal and Plant Health Inspection Service. Directive 6800.1 Available by contacting Don Hansen at dhansen@oda.state.or.us

U.S. Department of Agriculture. 2005b. Standard Operating Procedures: Response to a Positive Laboratory Finding for HPAI. Animal and Plant Health Inspection Service. Available by contacting Don Hansen at dhansen@oda.state.or.us
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AVIAN INFLUENZA INTERAGENCY WORKGROUP PLANNING SUBCOMMITTEE

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