



# **ESF 11 – Agriculture, Animals, and Natural Resources**

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## ESF 11-Agriculture, Animals, and Natural Resources

ESF 11 Tasked Agencies	
<b>Primary Agency</b>	Oregon Department of Agriculture (ODA)
<b>Supporting Agencies</b>	Oregon Office of Emergency Management (OEM) Oregon Department of Environmental Quality (DEQ) Oregon Department of Fish and Wildlife (ODFW) Oregon Department of Forestry (ODF) Oregon Health Authority (OHA) Oregon Department of Land, Conservation, and Development (DLCD) Oregon Parks and Recreation Department (OPRD) Oregon Department of State Lands (DSL) Oregon Water Resources Department (OWRD)
<b>Adjunct Agency</b>	Oregon State University Extension Service Oregon State University College of Veterinary Medicine

## 1 Introduction

### 1.1 Purpose

Emergency Support Function (ESF) 11 describes how the State of Oregon will coordinate the state's response for animal and agricultural issues and protection of the state's natural resources in case of an emergency or disaster.

### 1.2 Scope

Activities encompassed within the scope of ESF 11 include:

- Conduct animal and plant disease response and pest surveillance including:
  - Implement state response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, an outbreak of a highly infective exotic plant disease, or an economically devastating pest infestation
  - Issue and enforce animal disease quarantines
  - Remove and dispose of animal carcasses
  - Release information to the public about quarantine areas and other animal related issues.
- Ensure that animal/veterinary/wildlife issues during a disaster are supported including:
  - Capture/rescue of animals that have escaped confinement or been displaced from their natural habitat

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- Provision of emergency care to injured animals
  - Provision of humane care, handling, and sheltering to animals (including service animals, pets, and livestock)
- Protect the state’s natural resources from the impacts of a disaster.

## **2 Situation and Assumptions**

### **2.1 Situation**

Oregon is faced with a number of hazards that may result in impacts to agriculture or the state’s natural resources as well as potentially impacting animals. Considerations that should be taken into account when planning for and implementing ESF 11 activities include:

- Numerous plant and animal diseases exist that could impact communities through natural, accidental, or intentional introduction.
- Communities may have significant numbers of animals, ranging from household pets to commercial livestock operations. The vulnerability of these animals in the event of a disaster or emergency can have impacts at both individual and commercial levels, with the potential for long-range effects on the local and state economy.
- An emergency may cause or be caused by the spread of a contagious disease through the food and water supply systems or from animals to people.
- Some animal diseases are very contagious (such as foot and mouth disease) and would be very difficult to identify, isolate, control, and eradicate. In addition, many agents are zoonotic, affecting both animals and people.
- Some plant diseases are highly infectious to other plants and can be very difficult to identify, isolate, control, and eradicate.
- Any displacement or evacuation of people from their homes may cause household pets and livestock to be placed at risk for food, shelter, and care. Local general population shelters are likely inadequately prepared for pets or livestock.

### **2.2 Assumptions**

ESF 11 is based on the following planning assumptions:

- Livestock, wildlife, birds, plants, and crops may be affected by a disease or insect outbreak. Plants and animals may die of such an outbreak or need to be destroyed/depopulated.

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- Agricultural production capability and/or value may become severely limited. Such an event could greatly impact the economic stability and viability of a community or region.
- The time between the reporting of a disease and its identification as an emergency is critical. A highly contagious disease could spread rapidly through a region via markets, product movement, and fomites (people, vehicles, etc.).
- A community's resources would be rapidly depleted if the outbreak involved multiple facilities or large areas.
- Positive and prompt actions by local, state, and (possibly) federal authorities will be required in order to stop a highly contagious disease.
- Some land owners, individuals, or groups may strenuously object to depopulation of animals or destruction of plants. Some people may not consider the threat of the disease spread valid and may take actions counterproductive to control and eradication efforts.
- First responders may not be familiar with the special conditions of an animal or plant health emergency. These include quarantine, bio-security precautions, personal protective equipment, decontamination, etc.
- Volunteers will want to help and can make a significant contribution to the effort.

### **3 Roles and Responsibilities**

The following section outlines the roles and responsibilities assigned to state agencies and community partners to ensure ESF 11 activities are performed in an efficient and effective manner to support response and recovery. This document does not relieve tasked agencies with the responsibility for emergency planning, and agency plans should adequately provide for the capability to implement the actions identified below.

#### **3.1 Primary Agency**

The primary agency for ESF 11 is the Oregon Department of Agriculture (ODA). ODA is responsible for the following overarching coordination activities:

- Coordinate regular review and update of the ESF 11 annex with supporting agencies.
- Facilitate collaborative planning to ensure state capability to support ESF 11 activities.

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- Provide a representative to the State ECC, when requested, to support ESF 11 activities.
- Facilitate transition to recovery.

**3.1.1 Oregon Department of Agriculture**

ODA's missions include protecting the natural resource base for present and future generations of farmers and ranchers, and promoting economic development and expand market opportunities for Oregon agricultural products. ODA includes a number of program areas with ESF 11 responsibilities including:

**3.1.1.1 Food Safety and Animal Health Program**

- Provide veterinary services to control and eradicate animal diseases, especially those transmissible to humans, livestock, and birds.
- Provide guidance and assistance to local jurisdictions for response to disasters that involve domestic animals.

**3.1.1.2 Food Safety Program**

- Inspect all facets of the food processing and distribution system, except restaurants, to ensure that food is safe for distribution and consumption. This includes shellfish harvesting, dairy, retail grocers, bakeries, non-alcoholic beverages, custom meat, eggs, warehouses and food manufacturing. Food safety activities are coordinated through ESF 6.
- Coordinate the Oregon Veterinary Emergency Response Team.

**3.1.1.3 Internal Service and Consumer Protection Program**

- Implement the agency's weights and measures program.
- Provide laboratory services support (testing food, dairy, pesticides, shellfish).

**2.1.1.4 Market Access and Certification Program**

- Provide laboratory analysis for food and dairy samples, animal diseases, animal feeds, shellfish, fertilizer, water, plant pest and disease, pesticides, and market assurance analysis.
- Provide analyses for the Food Emergency Response Network (FERN).

**3.1.1.5 Natural Resources Program**

- Conserve, protect, and develop natural resources on public and private lands. Primary program areas include: water quality, confined animal feeding operations, smoke management, land use, and Soil and Water Conservation Districts.



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- Regulate the sale and use of pesticides, provides testing and licensing for all users of restricted-use pesticides.
- Administer fertilizer registration, and investigate incidents of pesticide misuse.
- Manage the Pesticide Analytical and Response Center (PARC), which functions as a clearinghouse for information on alleged and actual health and environmental incidents. ODA investigates these incidents and reports its findings.
- Address water quality, water quantity, and natural resource conservation on agricultural lands.

**3.1.1.5 Plant Program**

- Work to exclude, detect, and control or eradicate serious insect pests and plant diseases.
- Manage the agency's entomology laboratory.
- Manage the state's noxious weeds program.
- Provide technical assistance related to the impacts of a disaster on threatened and endangered plant species.

**3.2 Supporting Agencies**

Supporting agencies contribute to the overall accomplishment of the mission of the ESF. Not every support agency will have input to, or responsibility for, the accomplishment of every mission assigned to the ESF.

**2.2.1 Oregon Department of Environmental Quality**

DEQ is the regulatory agency whose job is to protect the quality of Oregon's environment including restoring the quality of the state's air, land, and water after a disaster. Key ESF 11 responsibilities for DEQ include:

- Administer the state's clean air and clean water programs.
- Provide technical assistance related to environmental permitting for emergency response and recovery activities.
- Assist in the clean-up of hazardous materials, and the disposal of hazardous wastes, that may impact the state's natural resources.

**2.2.2 Oregon Department of Fish and Wildlife**

ODFW is responsible for protecting the state's fish and wildlife and their habitats. Key ESF 11 responsibilities for ODFW include:

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- Serve as the point of contact for any zoonotic diseases involving wildlife.
- Assist in responding to a highly contagious/zoonotic disease, biohazard event, or other emergency involving wildlife.
- Maintain veterinary support capacity through the State Wildlife Veterinarian.
- Serve as a potential resource of feed for livestock shelter operations.
- Provide technical assistance related to the impacts of a disaster on threatened and endangered animal species.

**2.2.3 Oregon Department of Forestry**

ODF is responsible for protecting the state's forestlands and conserving forest resources. Key ESF 11 responsibilities for ODF include:

- Manage and provide fire protection for state forestlands.
- Regulate forest management practices and promote forest stewardship after a disaster.
- Assist in detection of harmful forest insect pests and forest tree diseases.

**2.2.4 Oregon Department of State Lands**

DSL is responsible for management of state-owned grazing and agricultural land as well as off-shore land, estuarine tidelands, and submerged submersible lands of the state's navigable waterway system. Key ESF 11 responsibilities for DSL include:

- Administer the state's removal-fill law to protect state waterways after a disaster.
- Coordinate with ODA regarding those activities relevant to DSL's responsibilities (access, special permits, etc.).
- Provide assistance, as necessary, for events that affect areas of habitat conservation, estuaries, wetlands, and eastern Oregon rangelands.

**2.2.5 Oregon Health Authority**

OHA is responsible for protecting the public health of all Oregonians and is responsible for the state's public health emergency preparedness programs. Key ESF 11 responsibilities for OHA include:

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- Serve as the lead state agency for all human disease-related emergencies and drinking water emergencies, restaurants and congregate feeding food safety.
- Provide for laboratory and diagnostic support, subject matter expertise and technical assistance to assist in product tracing, inspection and monitoring.
- Assist in surveillance for foodborne disease and occupational safety and health issues.
- Maintain veterinary support capacity through the State Public Health Veterinarian.

**2.2.6 Oregon Office of Emergency Management**

OEM is statutorily responsible for coordination of the state's emergency management program. It also has a statutory responsibility for coordination of animal sheltering. Key ESF 11 responsibilities for OEM include:

- Provide a liaison, if needed, to assist in coordination of ESF 11 in the State ECC, and at a JFO, if applicable.

**2.2.7 Oregon State Police**

OSP is Oregon's primary law enforcement agency and is tasked with protecting the people, property, and natural resources of the state. Key ESF 11 responsibilities for OSP include:

- Assist in enforcement of the state's environmental laws.
- Provide fish and game officers.

**3.3 Adjunct Agencies**

Adjunct agencies are organizations that may not be part of state government but have direct role in the function.

**3.3.1 Oregon State University Extension Service**

- Provide volunteers to support agriculture and animal protection activities during a disaster.

**3.3.2 Oregon State University College of Veterinary Medicine**

- Provide animal care and veterinary capabilities through the program's Veterinary Hospital.
- Provide laboratory support through the program's Veterinary Diagnostic Laboratory.
- Support research and development for animal disease.

## ESF 11-Agriculture, Animals, and Natural Resources

## 4 Concept of Operations

### 4.1 General

The State of Oregon Emergency Operations Plan, including ESF 11, is developed under the authority of Oregon Revised Statutes Chapter 401 which assigns responsibility for the emergency services system within the State of Oregon to the Governor (ORS 401.035). The Governor has delegated the responsibility for coordination of the state's emergency program, including coordination of recovery planning activities to the Oregon Military Department, Office of Emergency Management (OEM; ORS 401.052). OEM, in turn, has assigned responsibility for coordination of the implementation of ESF 11 to the primary and supporting agencies identified above.

All ESF 11 activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

### 4.2 Activation

When a disaster occurs, the OEM Executive Duty Officer may, based on the size and complexity of the situation, activate the State ECC and assume the role of ECC Manager. The ECC Manager will establish communications with leadership and gather situational information to determine an ECC staffing plan and set up operational periods. If the incident requires significant coordination of agriculture or animal protection activities, the ECC Manager may activate ESF 11. ESF 11 will report to the ECC Manager or the Operations Section Chief (Human Services) if activated. Upon ESF activation, notification will be made to the ESF primary agency, ODA. ODA will coordinate with supporting agencies to assess and report current capabilities to the ECC and activate Agency Operations Centers as appropriate. Primary and supporting agencies may be requested to send a representative to staff the ECC and facilitate ESF 11 activities.

### 4.3 ECC Operations

When ESF 11 is staffed in the ECC, the ESF representative will be responsible for the following:

- Serve as a liaison with supporting agencies and agriculture and animal protection partners.
- Provide a primary entry point for situational information related to agriculture and animal protection.
- Share situation status updates related to agriculture and animal protection with ESF 5, Information and Planning, to inform development of the Situation Report.

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- Participate in, and provide ESF-specific reports for, ECC briefings including Disaster Cabinet and Economic Recovery briefings.
- Assist in development and communication of ESF 11 mission assignments to tasked agencies.
- Monitor ongoing ESF 11 mission assignments.
- Share ESF 11 information with ESF 14, Public Information, to ensure consistent public messaging.
- Coordinate ESF 11 staffing to ensure the function can be staffed across operational periods.

**4.4 Related Functions**

ESF 11 often works closely with other State ESFs as a part of coordinated response and recovery activities. The following ESFs support agriculture and animal protection-related activities:

- **ESF 3 – Public Works.** Protect the state’s historical structures.
- **ESF 6 – Mass Care.** Coordinate shelter operations for persons with service animals.
- **ESF 8 – Health and Medical.** Assist in zoonotic disease surveillance; regulate food safety at restaurants.
- **ESF 10 – Hazardous Materials.** Coordinate cleanup of hazardous materials incident that impact the state’s natural resources.
- **ESF 11 – Food and Water.** Assess the status of the state’s food supply; coordinate food and water resources for animal shelter operations.
- **ESF 15 – Volunteers and Donations.** Coordinate volunteers and donated goods to support animal shelter operations.
- **ESF 16 – Law Enforcement.** Support enforcement of animal quarantine measures.

**4.5 Transition to Recovery**

Intermediate- and long-term recovery activities are guided by the State of Oregon Recovery Plan. In the event of a large-scale or catastrophic incident, the Governor may appoint a State Disaster Recovery Coordinator (SDRC) to facilitate state recovery activities and the longer-term aspects of agriculture and animal protection coordination may be tasked to State Recovery Function (SRF) 7, Natural and Cultural Resources. The coordinating agency for SRF 7 is the Oregon Department of Environmental Quality. The SDRC and the State Coordinating

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Officer (SCO) are responsible for agreeing on the timing of transition from response (ESF 11) to recovery (SRF 7).

*See the Oregon State Recovery Plan, SRF 7, Natural and Cultural Resources, for additional information.*

**5 ESF Development and Maintenance**

ODA will be responsible for coordinating regular review and maintenance of this ESF Annex. Each primary and supporting agency will be responsible for developing plans and procedures that address assigned tasks.

**6 Appendices**

- Appendix A – ESF 11 Resources

## ESF 17. Agriculture and Animal Protection

**Appendix A ESF 11 Resources****State**

- State of Oregon Emergency Operations Plan
  - ESF 6 – Mass Care
  - ESF 11 – Food and Water
- State of Oregon Recovery Plan
  - ESF 7 – Natural and Cultural Resources
- Oregon Revised Statutes
  - ORS Chapter 568. Soil and Water Conservation; Water Quality Management
  - ORS Chapter 570. Plant Pest and Disease Control; Invasive Species
  - ORS Chapter 596. Disease Control Generally
  - ORS Chapter 601. Dead Animals
  - ORS Chapter 634. Pesticide Control
  - State of Oregon Animals in Disaster Plan
- ODA Plans and Procedures
  - **Animal Health and Identification Division**
    - Avian Influenza Surveillance and Response Plan (November 2006)
    - Animal Disaster Response Plan (March 2007)
    - Oregon Animal Disease Emergency Management Plan (June 2007)
  - **Food Safety Division**
    - Food Emergency Response Plan (Draft)
    - Food Emergency Response Network (FERN)
  - **Plant Division**
    - Plant Division Emergency Response Plan (August 2006)

**ESF 17. Agriculture and Animal Protection**

- MOU ODA/USDA – Provide Cooperation to Protect Agricultural, Horticultural, Timber and Natural Plant Resources from Losses Caused by Plant Pests or Noxious Weeds

- **Oregon Department of Agriculture**

- Continuity of Operations Plan (2007 Draft)

**Federal**

- National Response Framework
  - ESF 11 – Agriculture and Natural Resources
- National Disaster Recovery Framework
  - Natural and Cultural Resources Recovery Support Function