

ESF 11 Agriculture



Primary Coordinating Agency

University of Kentucky Cooperative Extension Agency



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Primary Coordinating Agency

The University of Kentucky Fayette County Cooperative Extension Office is the primary coordinating agency for Emergency Support Function 11 Agriculture (ESF 11).

ESF 11 describes the key agencies and organizations in Lexington Fayette that may provide personnel, resources, equipment, and support services whenever there is an incident affecting food supply, emergency livestock care and pet sheltering, natural resources, and threats from animal/zoonotic disease or devastating diseases endangering animals, plants, and crops.

Response and supporting agencies and organizations in ESF 11 have their own organizational policies, procedures, and guidelines as do organizations and commercial entities affected by emergencies and disasters. This document does not take the place of plans and specific guidelines of local organizations or groups, but is designed to complement and support their policies and protocols. This plan also provides guidance as to how local authorities and local organizations work together and how requests for assistance and resources are made to nongovernmental partners and/or to state and federal agencies.

Because of the breadth of responsibilities and multiple types of expertise required, ESF 11 is subdivided into general areas: Those areas include Rationing/Nutrition Assistance, Animal and Plant Diseases and pests, Damage Surveillance, Control and Eradication, Quarantine Protocol, Bio-Security/Decontamination, Epidemiology, Pet and Livestock Welfare, and Animal Sheltering.

Local Supporting Agencies

- A. Bluegrass Stockyard
- B. Lexington Division of E911
- C. Lexington Fayette Animal Care and Control
- D. Fayette County Cooperative Extension 4-H Club
- E. Keeneland
- F. Kentucky Farm Bureau
- G. Lexington Division of Emergency Management (DEM) / Community Emergency Response Team
- H. Lexington Division of Waste Management
- I. Lexington Fayette County Health Department
- J. Lexington Humane Society
- K. Local Future Farmers of America
- L. Local Veterinarians

- M. Red Mile
- N. University of Kentucky Department of Agriculture
- O. University of Kentucky Veterinary Diagnostic Laboratory
- P. Faith Based organizations

State, Regional, and Federal Agencies and Organizations

- A. Agriculture Trade Associations
- B. Centers for Disease Control and Prevention
- C. Kentucky Cabinet for Health and Family Services
- D. Kentucky Department of Fish and Wildlife
- E. Kentucky Division of Emergency Management (KYEM)
- F. Kentucky Horse Park
- G. Kentucky National Guard (KYNG)
- H. Kentucky State Police
 - I. Kentucky Transportation Cabinet
- J. Office of the State Entomologist
- K. U.S. Department of Agriculture (USDA)
- L. U.S. Department of Interior
- M. U.S. Food and Drug Administration
- N. University of Kentucky Department of Plant Pathology

Purpose

The purposes of this ESF are as follows:

- A. Ensure coordinated response to any incident, real or perceived, relating to the appearance of a communicable disease or condition within the Commonwealth of Kentucky's animal or plant population that could have a direct impact on productivity, animal and plant products experts, and public health.
- B. Address coordination and response relative to a contamination emergency (CE) involving animals and also other animal disasters (AD) or animal disease emergency (ADE) requiring medical care for wild and domestic animals.
- C. Provide coordination for response to plant emergencies which can result from either contamination or disease.

- D. Coordinate the response for pet sheltering.
- E. Ensure the safety and security of Lexington Fayette's agricultural market (crop, livestock production, transportation, and processing) and ensure that animal and veterinary issues in natural disasters are supported.

Situations and Assumptions

General situations, assumptions, and policies are found in the Basic Plan and are not repeated in this ESF. Only statements specific to ESF 11 are stated here:

- A. Most disasters occur with little or no warning; however, ESF 11 may be activated when there is imminent threat or advance warning of floods, winter storms, tornadoes, etc.
- B. Essential resources (personnel, vehicles, fuel, critical supplies, heavy equipment, etc.) may be pre-positioned and readied for activation when an area is under imminent threat.
- C. Essential resources (personnel, vehicles, fuel, critical supplies, heavy equipment, etc.) will be relocated for safety if they are in an area under imminent threat.
- D. Emergencies can quickly reach a magnitude that require additional resources from local, state, federal, or other organizations through mutual aid agreements.
- E. Requests for additional assistance from outside of Lexington Fayette will be made through and by ESF 7 to KYEM or with organizations with which Lexington Fayette and/or coordinating agencies have mutual aid agreements.
- F. The Lexington Fayette agriculture industry is a major contributor to both the local and the statewide economy.
- G. The protection of human beings will be prioritized over animals, including companion animals, livestock, fish and wildlife, plants, and crops.
- H. It is possible that agriculture related events (events affecting plants, crops, animals) will cross jurisdictional boundaries into other cities and counties and require coordination of response with jurisdictions outside of Lexington Fayette.
- I. The release of hazardous materials may have detrimental effects on plants and animals and will endanger human life by transference from plants to animals to humans and/or animals to humans. ESF 11 entities will cooperate fully and support ESF 11 during all phases of an agriculture related emergency.
- J. Large scale disasters, including natural disasters and man-made disasters, will injure, kill, and displace pets, livestock, and wildlife.
- K. Large scale disasters, including natural disasters and man-made disasters, will cause damage or destroy plant life including crops and forests.
- L. Crop and animal productivity, harvesting, monitoring, and exporting could be directly impacted by emergency events and disasters.

- M. Human lives may be lost due to the refusal of owners to evacuate without their pets or livestock.
- N. Public education by ESF 15, Lexington Humane Society, and other animal-related organizations need to make people aware of available pet sheltering facilities and the need to plan in advance.
- O. The large number of homeless/injured pets, livestock, and exotic animals would be a health and nuisance/bite threat that would necessitate a response to address the capture and subsequent sheltering of these animals.
- P. Triage and treatment of sick and injured animals to include euthanasia, if necessary, would have to be accomplished by veterinarians at designated shelters and private offices.
- Q. Commercial pet/livestock food would need to be imported into the county through prior arrangements with vendors.
- R. The accumulation of shelter animal waste and carcasses shall be removed to an approved solid waste dumping site.
- S. Disease outbreaks can impact the local agriculture community and result in catastrophic economic loss. The disease and the impact can spread to other counties and statewide.
- T. Sheltered animals will need to be re-united with their owners after the disaster.
- U. Lexington Fayette Animal Care and Control, in conjunction with the ESF 8 coordinator, will coordinate the care and/or disposal of domestic animals and wildlife.
- V. Local veterinarians will provide their normal services.
- W. The Kentucky Department of Agriculture will ensure destruction of all contaminated meats, fish, and poultry if necessary.
- X. Large and medium-scale emergency events could have long-term impact and interrupt food production and food delivery systems, including commercial import and exports.
- Y. Nutritional assistance through the U.S. Department of Agriculture (USDA) may be necessary for mass care and/or relief to be distributed to citizens remaining in affected areas.
- Z. Acts of terrorism may be directed at the food supply and/or economy and crops. Livestock herds or poultry flocks may become targets or used as a mechanism to infect the public.

Direction and Control

ESF 11 is organized consistent with the requirements of the National Response Framework, the National Incident Management System, and the Incident Command

System. This structure and system supports incident assessment, planning, procurement, deployment, and coordination of support operations to Lexington Fayette.

All operations will be conducted in adherence to Kentucky Occupational Safety and Health Program standards and regulations with life safety issues being a priority.

Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Lexington Fayette Emergency Operations Center (EOC) and in the field. The Emergency Operations Plan (EOP) and corresponding Appendices, Incident Specific Plans, Support Plans, and Standard Operating Procedures that describe ESF 11 capabilities (based on National Planning Scenarios, Universal Task List, and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.

Tactical operations will be controlled by the Incident Commander (IC) at the scene within the Incident Command Structure. The IC(s) will assess the need for additional resources and request the deployment of assets. However, support organizations will retain administrative control over their own resources and personnel.

Decisions and priority of ESF 11 response actions will be based on information and requests received from the IC on scene and based on lifesaving and public safety functions.

Coordinating agencies will assign representatives to the EOC during activation. These representatives act as liaisons and work with other EOC staff and other ESFs to coordinate requests for additional assets and to provide reports as needed.

Concept of Operations

General

- A. Throughout the response and recovery periods, ESF 11 will evaluate and analyze information regarding agriculture resource requirements, develop and update assessments of the ESF 11 situation and status in the impact area, and implement contingency planning to meet anticipated demands or needs.
- B. When an event requires a specific type or response mode, technical and subject matter expertise may be provided by an appropriate person from a supporting agency with skills relevant to the type of event. The individual will advise and/or direct operations within the context of the Incident Command System structure.
- C. The EOC uses WebEOC (crisis management software) to supplement disaster management through communicative integration of ESFs, agency based emergency operations centers, and other facilities or functions as appropriate.
- D. Small and routine incidents occur often involving a single jurisdiction or limited agency response. Agriculture activities in support of these events are routinely performed by the personnel assigned to ESF 11 responsibilities for that agency or jurisdiction.

DEM maintains the overall ESF 11 Plan and accompanying Attachments and References that govern response actions related to emergencies. Supporting agencies

shall develop and maintain their own similar documents for internal use, which must be compatible with, and in support of, the overall EOP. All such documents will be in compliance with the National Response Framework, the National Incident Management System, the Incident Command System, and the EOP.

A large event requiring regional, state, and/or interstate mutual aid assistance will require ESF 11 implementation. ESF 11 will coordinate with supporting agency counterparts to seek and procure, plan, coordinate, and direct the use of any required assets.

Actions initiated by ESF11 are grouped into the phases of emergency management: prevention, preparedness, response, recovery, and mitigation. Each phase requires specific skills and knowledge. Each phase requires significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF 11 encompasses a full range of activities from training to the provision of field services.

Preparedness

Actions and activities that develop agriculture response capabilities may include planning, training, orientation sessions, and exercises for ESF 11 personnel (i.e., county, state, regional, and federal) and other emergency support functions that will respond with ESF 11. This involves the active participation of local inter-agency preparedness organizations, which collaborate in such activities on a regular basis. Local agencies will jointly address planning issues on an ongoing basis to identify response zones, potential staging areas, potential medical facilities, and the maintenance and future development of specialized teams. Initiatives also include the following:

- A. Conduct planning with ESF 11 supporting agencies and other emergency support functions to refine logistics operations.
- B. Develop and refine procedures for rapid impact assessment.
- C. Conduct training and exercises for EOC and agriculture response team members.
- D. Prepare and maintain emergency operating procedures, resource inventories, personnel rosters, and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- E. Manage inventory of equipment and other pre-designated assets that are essential to meet the requirements of special needs groups.
- F. Maintain a list of ESF 11 assets that can be deployed during an emergency.
- G. Assign and schedule sufficient personnel to implement ESF 11 tasks for an extended period of time.
- H. Ensure lead agency personnel are trained in their responsibilities and duties.
- I. Develop and implement emergency response and logistics strategies.

- J. Develop and present training courses for ESF 11 personnel.
- K. Maintain liaison with supporting agencies.
- L. Conduct All Hazards exercises involving ESF 11.
- M. Develop and coordinate pre-incident exercises and planning in which this ESF shall have primary or support responsibilities.
- N. Coordinate preparedness plans with corresponding nongovernmental organizations.
- O. Provide and train personnel to agency, state, and federal standards as applicable.
- P. Have essential personnel trained in NIMS and ICS as is necessary.
- Q. Participate in agency and county drills and tabletop exercises in addition to any federally evaluated exercises.
- R. Prepare and maintain resource inventories, personnel rosters, and resource mobilization information.
- S. Assist supporting agencies and volunteer groups to develop specific plans using recommended state and federal guidance, Standard Operating Procedures (SOPs), checklists, or other job aids consistent with agency responsibilities, training, and equipment.
- T. Identify possible resource deficits and develop Memorandums of Agreement (MOAs) with primary agencies, supporting agencies, vendors, and nongovernmental agencies to meet these or any anticipated needs.
- U. Plan and prepare for the replacement or rotation of resources during an incident.
- V. Support and participate in public preparedness education activities regarding animal and pet safety, food safety, and/or protection of natural resources.

Mitigation

ESF 11 will perform the following:

- A. Coordinate with the All Natural Hazards Mitigation Committee to identify potential hazards and their impacts and seek funding for resources to mitigate those hazards.
- B. Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.

Alert and Notification

The EOC will serve as the central location for interagency coordination and executive decision-making, including all activities associated with ESF 11. The EOC will be activated, as will ESF 11, upon the direction of the Mayor of Lexington, CAO,

Commissioner of Public Safety or the DEM Director. The DEM Director may make the decision to selectively activate ESF11 agencies based on the type of threat, event, or incident. DEM will notify ESF11 primary and supporting agencies of activation and request liaisons to report to the EOC. However, there will be times when it is necessary for the liaisons of primary or secondary agencies to work from in-the-field or their own agency operations center. In these cases, they will maintain telephone or radio contact with the EOC and ESF 11 coordinator.

E911 will notify the DEM Director and the primary on-call person when the county or an area of the county has been threatened or impacted by an emergency or disaster event.

E911 or DEM will initiate ESF11 notification using the Emergency Notification System. E911 will request assistance from the primary coordinating agency to staff the ESF 11 position in the EOC on a 24-hour basis.

Upon instructions to activate ESF11, ESF 11 and supporting agencies will implement their procedures to notify and mobilize all personnel, facilities, and physical resources potentially needed based on the emergency.

Response

A. ESF 11 is subdivided into nine general areas. These areas include the following:

B. Rationing

If rationing is imposed, it will probably be administered through ESF 7. Rationing may include, but not be limited to, fertilizer, seed, breeding stock, insecticides, farm equipment, manpower, fuel, and water.

C. Situation Policy Information

ESF 11 and the EOC will communicate information about decisions and policies to the farmers.

D. Damage Surveillance

When major parts of the county's croplands, crops, or livestock are threatened or destroyed, ESF 11 will survey the county for potential or actual damage and forward their report to the EOC Director.

E. Control and Eradication

1. Control and eradication procedures will follow the generally accepted protocols of isolation, quarantine, vaccination, and therapeutic treatment. Strict bio-security, sanitation, vector control, and proper disposal are essential. Case incident closures will be conducted by the state veterinarian and, when requested, the USDA.
2. Professional wildlife and rodent control personnel will be called on to investigate affected premises for elimination of species that could be fomite or biological vectors.

3. Kentucky Department of Agriculture and, when requested, the USDA, will jointly develop a plan for the control or eradication of a disease specific to each situation. Control and eradication plans may be based on current state and federal control plans and programs where applicable.
4. Kentucky Department of Agriculture and, when requested, the USDA, will jointly determine the need for euthanasia of animals as a part of diagnostics and tissue collection or as part of a disease control/eradication program. The method of euthanasia will be determined according to the category of disease in accordance with the American Veterinary Medical Association (AVMA) guidelines.
5. Indemnity for condemned animals will be paid and approved according to state or federal guidelines.

F. Quarantine Protocol

1. The Commissioner of Agriculture, or his/her designee, may impose limits on the movement of animals and products derived from animals within, into, or out of the Commonwealth.
2. When an animal health situation warrants, the premises and all off-site locations where the animals were housed will be quarantined immediately by a state/federal veterinarian approved by the state veterinarian.
3. USDA Foreign Animal Disease Diagnosticians (FADD) can perform clinical evaluations and diagnostic procedures on suspect animals. Collection and submission of specimens will be the responsibility of the state or federal regulatory personnel with assistance from the local veterinary practitioners. At the diagnostic laboratory a priority number and laboratory assignment will be obtained prior to the submission of specimens to federal diagnostic laboratories. State diagnostic laboratories will be used when feasible.

G. Bio-Security/Decontamination

1. Strict bio-security will be followed at all times. All vehicles leaving the quarantined premises will be thoroughly cleaned and disinfected with a state/federally approved disinfectant. Contracting for equipment such as high-pressure sprayers may be necessary.
2. Only essential personnel will be allowed access to the quarantined site. Everyone must remove outer garments and disinfect boots prior to leaving the quarantined area or crossing the clean line.

H. Epidemiology

State/federal veterinarians will determine a crisis time block for the animals on the affected premises. They will do a complete evaluation of the animals' movements (current and past locations) and present health status. The presence and proximity of other animals in the area will be considered. If any animal or avian species at another location is found sick, specific protocols for the primary infection site will be followed.

I. Pet and Livestock Welfare

1. Large and medium-scale emergency events that impact productivity, animals or animal products, feeding of animals (pets, livestock and wildlife), sheltering, and medical care of animals will most likely require outside assistance and resources.
2. Located within the county are veterinary resources, humane societies, wildlife experts, and/or animal care providers who can assist in the care of injured animals and the disposal of dead animals. However, because of the volunteer and or commercial nature of these resources, the availability and reliability of the assistance will vary widely.
3. Care of domestic animals and livestock will be a joint governmental and nongovernmental effort.
4. Wildlife emergencies will be handled by the KY Dept. of Fish and Wildlife.
5. Response and recovery efforts could include the culling of livestock and wildlife.
6. Animals that are displaced due to severe natural hazards, man-caused events, or other disaster events may be separated from food and water supplies in such numbers that euthanizing and disposal may become necessary.
7. Due to disease or contamination of crops or livestock, a quarantine or embargo may be imposed on all or part of the county. Assistance will be obtained from the Division of Police and the Lexington Fayette County Health Department to enforce this decree.
8. Animal sheltering.
9. Lexington Humane Society and Lexington Fayette Animal Care and Control are to provide coordination of local resources in response to small pet, livestock, and exotic animal care needs before, during, and after a significant disaster. Animal issues are often overlooked in the planning process for disasters. This lack of planning, caused by the belief that animals can fend for themselves, leads to serious problems when these animals are forced from their habitats due to injury or hunger. Developing operational procedures to care for these animals prior to such an event is critical.
10. During a mid to large-scale disaster in Lexington Fayette, pet and livestock sheltering will be available to the degree resources are made available by volunteer organizations and by local agencies and departments. It is anticipated assistance from regional, state, and federal resources will be required to meet the needs if an emergency affects a large portion of the population or a significant portion of the agricultural areas of Lexington Fayette.

11. The Fayette County Extension Office will provide assistance through information and coordination of resources for temporary livestock shelter, working with local farmers, and agriculture organizations. Lexington Humane Society will assist in setting up temporary shelters for pets and use local resources as available.

12. Pet sheltering activities will be coordinated with the ESF 6 coordinator.

J. Stray pets and livestock

Unclaimed animals or situations where owners are unavailable require special consideration. To the extent possible, Fayette Animal Care and Control will retain this responsibility. Additional assistance, as needed, will be requested with surrounding counties.

K. Search and Rescue

1. First response agencies with animal rescue training may perform animal rescue. In most instances, however, animal care and control officers will be the lead responders.
2. If first response agencies and/or animal control agencies are without the proper training and resources to effectively execute an animal search and rescue, they will contact the EOC which will request guidance and additional resources from agencies outside the county via KYEM.

Recovery

ESF 11 will:

- A. Monitor food, water and ice needs.
- B. Monitor nutritional concerns.
- C. Assess special food concerns of impacted population.
- D. Maintain logistical links with supporting agencies with a role in ESF 11.
- E. Prepare and submit incident reports as required to KYEM and other agencies.
- F. Coordinate transition from response to normal operations.
- G. Coordinate damage assessment of farm/crop lands and natural resources with appropriate authorities.
- H. Participate in After-Action meetings and development of the After-Action Report, inclusive of corrective actions, due dates, and the agencies assigned.
- I. When applicable, prepare and submit agency's costs of the incident for reimbursement.
- J. Continue to coordinate long-term recovery activities, inclusive of sampling and monitoring activities with corresponding state and federal agencies.

- K. Assist primary and coordinating agencies as needed.
- L. Provide additional manpower and equipment resources as needed.

Responsibilities

A. Lexington County Extension Agent (CEA):

The extension agent is the lead coordinator for this ESF and will operate from the EOC.

B. Division of Emergency Management (DEM)

DEM will provide technical advice and assistance to the state Cabinet for Health and Family Services, Energy and Environment Cabinet, Lexington Humane Society, and Lexington Animal Care and Control.

C. Lexington Fayette County Health Department (LFCHD)

LFCHD will coordinate all vector control for animal borne disease. It will, in cooperation with the Cabinet for Health and Family Services and the Kentucky Department of Agriculture, conduct field investigations, collect samples, oversee laboratory tests, assist in providing necessary animal control equipment and supplies, and provide technical assistance to the ESF 8 coordinator.

D. Farm Service Agency (FSA)

The primary function of FSA is to administer USDA programs. In addition, FSA can provide various types of emergency assistance with or without declaration of a major disaster by the President. The Emergency Loan (EL) Program is to help cover production and physical losses in the counties declared as disaster areas by the President or by the Secretary of Agriculture. For physical losses only, the FSA Administrator may authorize EL assistance.

E. Natural Resource and Conservation Services (NRCS)

The primary function of NRCS is to provide technical assistance under authority of Section 216 of the Flood Control Act of 1950.

F. Lexington Fayette Extension Service (LFES)

1. The primary function of the LFES is to provide educational services to rural families.
2. LFES provides information and educational materials to farmers and others on what they can do to protect themselves and their properties from hazards associated with disasters.
3. LFES provides advice on clean-up of damaged property, sanitation precautions, insect control, food preparation in an emergency, recovery actions, and renovation of damaged equipment and property.

4. Farmers and ranchers are taught how they can protect their livestock and poultry from the effects of nuclear, biological, or chemical warfare, and how they may continue agricultural production under emergency conditions.
5. Provide representation to the EOC to coordinate ESF 11 tasks and resources as requested, working with EOC operations staff and other ESFs.
6. Coordinate efforts to restrict and/or control movement or transport of animals, equipment, products, and personnel and to eradicate animal or plant diseases.
7. Develop and maintain status reports of operations, outstanding assistance requests, and unresolved ESF 11 related issues.
8. Coordinate, monitor, and work with law enforcement at accident sites that may involve animals or agriculture products, pre-positioned traffic control points, and/or decontamination sites where citizens may be accompanied by pets and/or transporting livestock or agriculture products.
9. Work with appropriate private sector organizations to maximize use of all available resources.
10. Notify and request assistance from state and federal agencies with jurisdictional control as guidance requires.
11. Serve as liaison with corresponding state and federal agencies.
12. Notify and request assistance from supporting agencies following guidance/requirements set forth in MOAs.
13. Conduct situational and periodic readiness assessments.
14. Collect incident information and submit required incident reports to appropriate authority.
15. If coordinating ESF 11 from an activated EOC, log all information into WebEOC.
16. Plan for future operational periods according to prioritized needs.
17. Task support and assisting agencies to accomplish ESF 11 support responsibilities.
18. Demobilize resources and deactivate the ESF function upon direction from DEM.