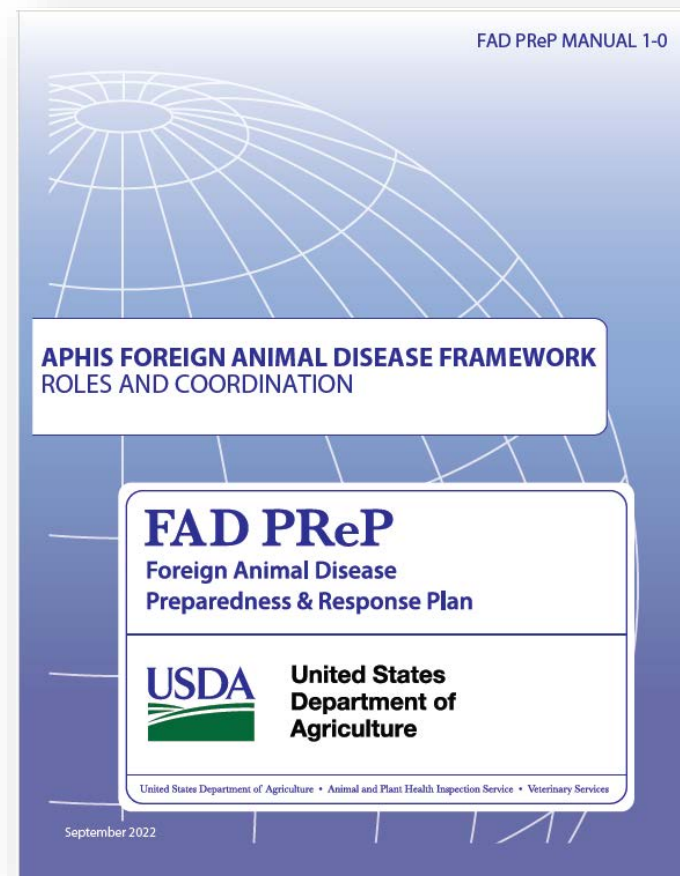# Roles and Coordination

APHIS Foreign Animal Disease Framework

FAD PReP Manual 1-0

September 2022

Roles and Coordination Overview

- Preparedness and response planning for foreign animal disease (FAD) incidents is crucial to protect animal health, public health, animal agriculture, the food supply, the environment, and the economy.

- The *FAD Framework on Roles and Coordination* (*FAD PReP Manual 1-0*) describes authorities, funding, relationships among Federal departments, incident management, and communication strategies during an FAD incident or outbreak.

Foreign and Emerging Animal Diseases

- An <u>FAD</u> is defined as a terrestrial animal disease or pest, or an aquatic animal disease or pest, not known to exist in the United States or its territories.

- An <u>emerging animal disease</u> is defined as any terrestrial animal, aquatic animal, or zoonotic disease not yet known or characterized, or any known or characterized terrestrial animal or aquatic animal disease in the United States or its territories that changes or mutates in pathogenicity, communicability, or zoonotic potential to become a threat to terrestrial animals, aquatic animals, or humans.

  – In July 2017, Animal and Plant Health Inspection Service (APHIS) published the *Emerging Animal Disease Preparedness and Response Plan*.

FAD Response Priorities

- Providing processes for emergency planning that respect local knowledge.

- Integrating State-Federal-Tribal-industry planning processes.

- Ensuring that there are clearly defined, obtainable, unified goals for response.

- Having a Unified State-Federal Incident Command that can act with speed and certainty.

- Employing science- and risk-based management approaches to an FAD response.

- Ensuring that all guidelines, strategies, and procedures are communicated effectively to responders and stakeholders.

- Identifying resources and trained personnel required for an effective incident response.

- Trying to resolve competing interests prior to an outbreak and addressing them quickly during an outbreak.

- Achieving rapid FAD detection and tracing.

NRF, NIMS, and FAD PReP Integration

- Successful emergency preparedness and response requires integration between the following:
  - National Preparedness System,
  - National Response Framework (NRF),
  - National Incident Management System (NIMS), and
  - Foreign Animal Disease Preparedness and Response Plan (FAD PReP)
- FAD PReP documents use concepts, structures, and processes defined in the NRF and NIMS as a foundation to provide
  - disease-specific information and
 - further direction on response requirements for FAD outbreaks.

National Response Framework

- The NRF is a guide to how the Nation conducts all-hazards response through a whole community approach.

  – It is a critical component of the National Preparedness System and one of five National Planning Frameworks.

- The NRF

  – describes core capabilities for response,

  – defines specific authorities, and

  – establishes a comprehensive approach for responding to domestic incidents that range from serious but local events to large scale terrorist attacks or catastrophic natural disasters.

- Builds on NIMS, the foundation of the National Preparedness System.

National Response Framework

Third Edition
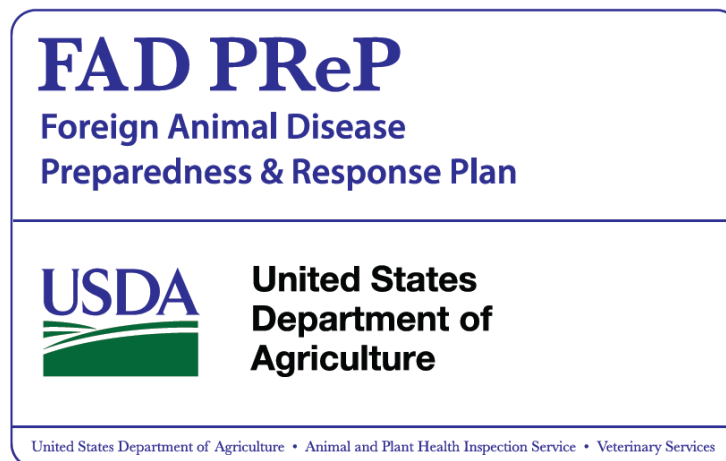*June 2016*

Homeland Security
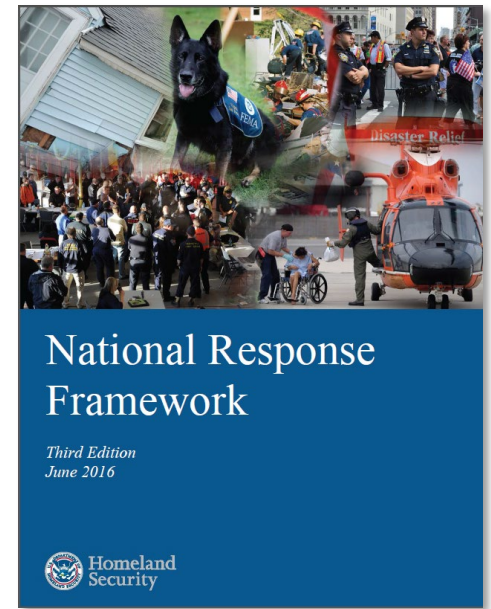
National Incident Management System

- NIMS supports the NRF and is the foundation of the National Preparedness System.

- It provides a systematic, nationwide, proactive approach guiding departments and agencies at all levels of government, the private sector, and non-governmental organizations.

- The goal of NIMS is to help these organizations work seamlessly to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents, "…regardless of cause, size, location, or complexity—in order to reduce the loss of life, liberty, property, and harm to the environment."

- NIMS consists of these three (3) key components:
    1) Communications and information management,
    2) Resource management, and
    3) Command and management.

NATIONAL INCIDENT MANAGEMENT SYSTEM

December 2008

Homeland Security

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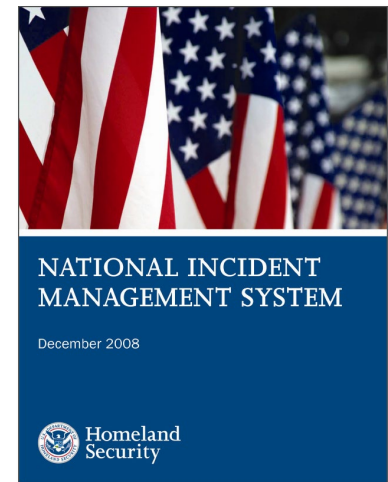
FAD Preparedness and Response Plan

- FAD PReP documents offer:
    - competent veterinary guidance on cleaning and disinfection, disposal, mass depopulation, and other critical activities;
    - information on disease control and eradication strategies and principles;
    - guidance on health, safety, and personal protective equipment (PPE);
    - biosecurity information and site-specific management strategies; and
    - training and educational resources.
- These documents provide the foundation for coordinated National, regional, State, Tribal, and local activities in an emergency situation.

FAD PReP
Foreign Animal Disease
Preparedness & Response Plan

USDA **United States Department of Agriculture**

United States Department of Agriculture • Animal and Plant Health Inspection Service • Veterinary Services

USDA APHIS Authorities for an FAD Incident

- APHIS (through the Secretary of Agriculture) receives its permanent and general regulatory authority to act in preventing, detecting, controlling, and eradicating any FAD or emerging disease through the Animal Health Protection Act (AHPA), 7 United States Code (U.S.C.) 8301 et seq.

- Regulations related to FAD response are found in the Code of Federal Regulations (CFR), which detail how Executive agencies interpret U.S.C.

- Relevant sections include 7 CFR Parts 1, 2, 15, and 371; 9 CFR Parts 53, 71, and 161.

USDA APHIS Authorities for an FAD Incident

The AHPA authorizes the Secretary of Agriculture to perform the following in pursuit of FAD preparedness and response:

- Prohibit or restrict imports, exports, and/or interstate commerce;
- Implement remedial measures (i.e., destruction or removal activities, movement restrictions);
- Disinfect articles, conveyances, individuals and personal articles involved in the importation or exportation of animals;
- Declare an extraordinary emergency;
- Compensate the owner of animals, articles, facilities, or conveyances destroyed in the process of FAD eradication;
- Inspect, without warrant, persons or conveyances moving regulated animals or articles into the United States, in interstate commerce, or in intrastate commerce;
- Obtain warrants, for the purpose of entering, inspecting and seizing (if

necessary) premises in the United States;
- Establish a veterinary accreditation program as well as standards of conduct for accredited veterinarians;
- Cooperate with both domestic and international government and non-government actors;
- Pay overtime for employees performing import/export services;
- Levy civil and criminal penalties against violators of the AHPA;
- Conduct investigations and administer subpoenas necessary for the administration of the AHPA; and
- Transfer funds from other USDA agencies and corporations for the arrest, control, eradication, and prevention of an FAD.

Funding

- Additional funding may be made available for FAD emergency response.
  - The Secretary of Agriculture *may* declare an agricultural emergency or an extraordinary emergency when additional Federal assistance is needed to protect U.S. agriculture.

- Three typical sources of funds for FAD response:
  - Contingency fund (generally for requests <$1 million)
  - Commodity Credit Corporation (generally for requests >$1 million)
  - Supplemental appropriations from Congress

    (large response efforts)

Federal Department Roles and Responsibilities

- Effective response, coordination, and communication in an incident requires a whole community approach; this includes emergency management practitioners, community leaders, and government officials from local to Federal must collaboratively determine how to respond to any incident.[1]

- USDA may request Federal-to-Federal support (FFS) during and FAD incident.
  - FFS: Federal department or agency requests Federal resource support under the NRF that is not addressed by the Stafford Act or another policy mechanism.

- While USDA maintains the lead for overall incident, the Secretary of Homeland Security and U.S. Department of Homeland Security (DHS) may assume the lead for coordination of Federal *resources* if:
  - the Secretary of Agriculture requests assistance from DHS;
  - the President directs the Secretary of Homeland Security to assume responsibility for managing the incident[2]; and/or
  - more than one Federal department or agency has become substantially involved in the incident response.

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[1] Federal Emergency Management Agency (FEMA). (2019). NRF. http://www.fema.gov/national-response-framework.
[2] U.S. Government Publishing Office (GPO). 2003. *Homeland Security Presidential Directive-5—Management of Domestic Incidents.* Retrieved from GFO website http://www.gpo.gov/fdsys/pkg/PPP-2003-book1/pdf/PPP-2003-book1-doc-pg229.pdf.

Emergency Support Functions

- Within the NRF, emergency support functions (ESFs) provide the structure for coordinating Federal interagency support in an incident response.

- There are 15 different ESFs, none of which belong to just one organization or agency.

- ESF designates agencies/departments as either:
  - Coordinator: an entity with management oversight for that particular ESF
  - Primary agency: a Federal agency with significant authorities, roles, resources, or capabilities for a particular function
  - Support agency: an agency with specific capabilities or resources that support the primary agency or agencies

- The USDA is the primary and coordinating agency for ESF #11 (Agriculture and Natural Resources) along with the Department of the Interior which also serves a primary agency.
  - Many other Federal government agencies and departments support ESF #11.

USDA Roles and Responsibilities

As the Lead Federal Agency (LFA) for incident management during an FAD incident affecting domestic livestock or poultry, the USDA:

- Coordinates with State Animal Health Officials (SAHOs) and Incident Management Teams to manage incident response and public outreach, along with acting to control and eradicate the disease.

  - Control and eradication may include quarantine and movement control, epidemiological investigation, appraisal and compensation, depopulation of affected animals, cleaning and disinfection (virus elimination), disease surveillance, diagnostics, and, potentially, emergency vaccination.

USDA Roles and Responsibilities (continued)

- Acts as primary interface between Federal, State, Tribal, and local partners.

- Acts as the primary Federal liaison to the animal industry.

- Provides on-scene support and response capability in collaboration with State, Tribal, and industry partners.

- Maintains surveillance for animal health anomalies that may indicate the presence of a foreign or emerging animal disease.

- With SAHOs, assigns FAD Diagnosticians to investigate possible cases of FADs or emerging animal diseases.

- Operates the National Veterinary Services Laboratories.

- After a diagnosis of disease, notify appropriate Federal and State officials.

USDA Roles and Responsibilities (continued)

- Assesses, with Health and Human Services (HHS), whether animals and animal product processors, distributors, and importers in the affected area can provide safe food and feed.

- Works to identify and mitigate transmission risks in FAD outbreaks with zoonotic potential; coordinates with HHS on zoonotic disease issues.

- Works to prevent the introduction and transmission of disease from domestic animals to wildlife.

- Administers a National Wildlife Disease Surveillance and Emergency Response System.

- Evaluates and modifies, if necessary, regulations regarding inspection and quarantine of animals and animal products at ports of entry.

USDA Roles and Responsibilities (continued)

- Maintains the Smuggling Interdiction and Trade Compliance database.

- Requires quarantine and diagnostic testing of imported animals.

- Gathers intelligence for emerging issues, including electronic scanning of open-source information and text mining.

- Conducts pathway analyses and risk assessment methodologies, focusing on predicting the likelihood of movement of known diseases to new locations.

Other Federal Department Roles and Responsibilities

Federal Department/ Agency	Roles and Responsibilities for FAD Preparedness
DHS	♦ Inspects people and cargo, enforces quarantine, and implements regulatory changes at ports of entry. ♦ Acquires, integrates, and reports interagency biosurveillance information. ♦ Monitors the Nation's critical infrastructure and key resources. ♦ Providing logistics support and coordination with other agencies where needed. ♦ Can activate NRF structures that are necessary for FFS. ♦ May establish a National Joint Information Center to review public messages.
HHS	♦ Serves as the LFA for coordinating and integrating Federal efforts to provide public health and medical assistance. ♦ Ensures, through the Food and Drug Administration, the safety of the food supply (except for meat, poultry, and processed egg products regulated by USDA). ♦ Develops policy on pandemic preparedness and deploys staff in emergencies. ♦ Recommends guidance on using antiviral prophylaxis and PPE for personnel involved in the outbreak. ♦ Guides State, Tribal, and local agencies on diagnosis and management of potential human infections. ♦ Performs epidemiological investigations of human cases and case clusters. ♦ Operates quarantine stations for international travelers at designated ports of entry. ♦ Performs outreach to healthcare stakeholders at all levels and communicates government actions and food safety information to the public. ♦ Expands U.S. border disease surveillance, including Canada and Mexico.

Other Federal Department Roles and Responsibilities (continued)

Federal Department/ Agency	Roles and Responsibilities for FAD Preparedness
Department of the Interior	◆ Manages and protects certain wildlife and protects public health on Federal lands. ◆ Maintains National Wildlife Health Center and investigates wildlife diseases. ◆ Responds to zoonotic outbreaks in managed wild animals in coordination with Federal and State natural resources and animal health and public health agencies. ◆ Permits the inspection of and manages wildlife and wildlife products in trade into and out of the United States.
Environmental Protection Agency	◆ Exercises jurisdiction over drinking water and water treatment infrastructure. ◆ Determines if local water is safe and assists in finding alternate water supply for critical care facilities. Assesses wastewater and solid waste facilities. ◆ Provides technical assistance, expertise, and support for decontamination and disposal issues. ◆ Provides investigation and intelligence support. ◆ Provides assistance and information on public health/medical aspects of hazardous materials. ◆ Approves suitable disinfectant pesticides and evaluates new requests regarding registration of disinfectants and questions regarding their approved uses. ◆ Promulgates regulations that implement environmental laws. ◆ Establishes minimum National standard for solid waste disposal that protect human health and the environment.

Other Federal Department Roles and Responsibilities (continued)

Federal Department/Agency	Roles and Responsibilities for FAD Preparedness
Department of Labor/Occupational Safety and Health Administration	◆ Is the coordinating agency for the NRF Worker Safety and Health Support Annex and coordinates the safety and health of workers. ◆ Responds to requests for work safety and health support assistance. ◆ Investigates employee fatalities, catastrophes, and complaints. ◆ Provides pertinent occupational hazard information and guidance.
Department of Justice	◆ Coordinates Federal investigation of criminal activities, if bio-terrorism or agro-terrorism are suspected, through the Joint Terrorism Task Force. ◆ May help enforce local regulation upon exhaustion of support and resources from local, State, and Tribal law enforcement departments and agencies.
Department of Defense (DoD)	◆ Supports USDA for animal disease preparedness, response, and recovery efforts. ◆ Provides available resources upon request from the Army Veterinary Services as outlined in the DoD-USDA Memorandum of Agreement Concerning Response to Animal Diseases, February 2016.
Department of State	◆ Facilitates a coordinated response between other countries when animal and/or plant disease outbreaks represent a transboundary threat.

Incident Management Overview

- The Incident Command System (ICS) enables effective and efficient domestic incident management as a critical element of NIMS.

  – Integrates facilities, equipment, personnel, procedures, and communication within a common organizational structure.

- The approach to incident management will be scalable and adaptable to the size and complexity of the incident itself.

- Regardless of the size/scope/number of incidents, support and coordination is provided from off-site resources.

  – May include Multiagency Coordination Groups (MAC), Incident Coordination Group (ICG), and the staffing of the Emergency Operations Centers (EOCs).

Multiagency Coordination Groups

- MAC is a process that allows all levels of government and all disciplines to work together more efficiently and effectively.

    - In an animal emergency, an APHIS MAC Group will form if incident response needs more support, coordination, and assistance with policy level decisions.

- Responsibilities of the APHIS MAC Group vary depending on the disease emergency, but the general functions of the group are:

    - Incident prioritization, resource allocation, and acquisition.

    - Identification and resolution of conflicting issues.

- A USDA MAC Group may also be necessary for higher level coordination and support in large incidents.

- For further information on APHIS-wide Emergency Management, please see the *APHIS Emergency Mobilization Guide.*

Multiagency Coordination System[3]

At Start of Incident:
Primarily On-Scene Multiagency Coordination

As Incident Progresses:
Off-Scene Multiagency Coordination

Incident Commander or Unified State-Federal Incident Command

Liaison Officer to Incident Coordination Group for Support

As incident grows and transitions, more coordination moves off-scene

Requests and Information

On-Scene Unified State-Federal Incident Command

Support and Coordination

MAC Groups

Incident Coordination Group

Emergency Operations Centers (Local/State/Federal)

[3] Figure adapted from: FEMA, 2008. *NIMS.* Retrieved from http://www.fema.gov/pdf/emergency/nims/NIMS_core.pdf.

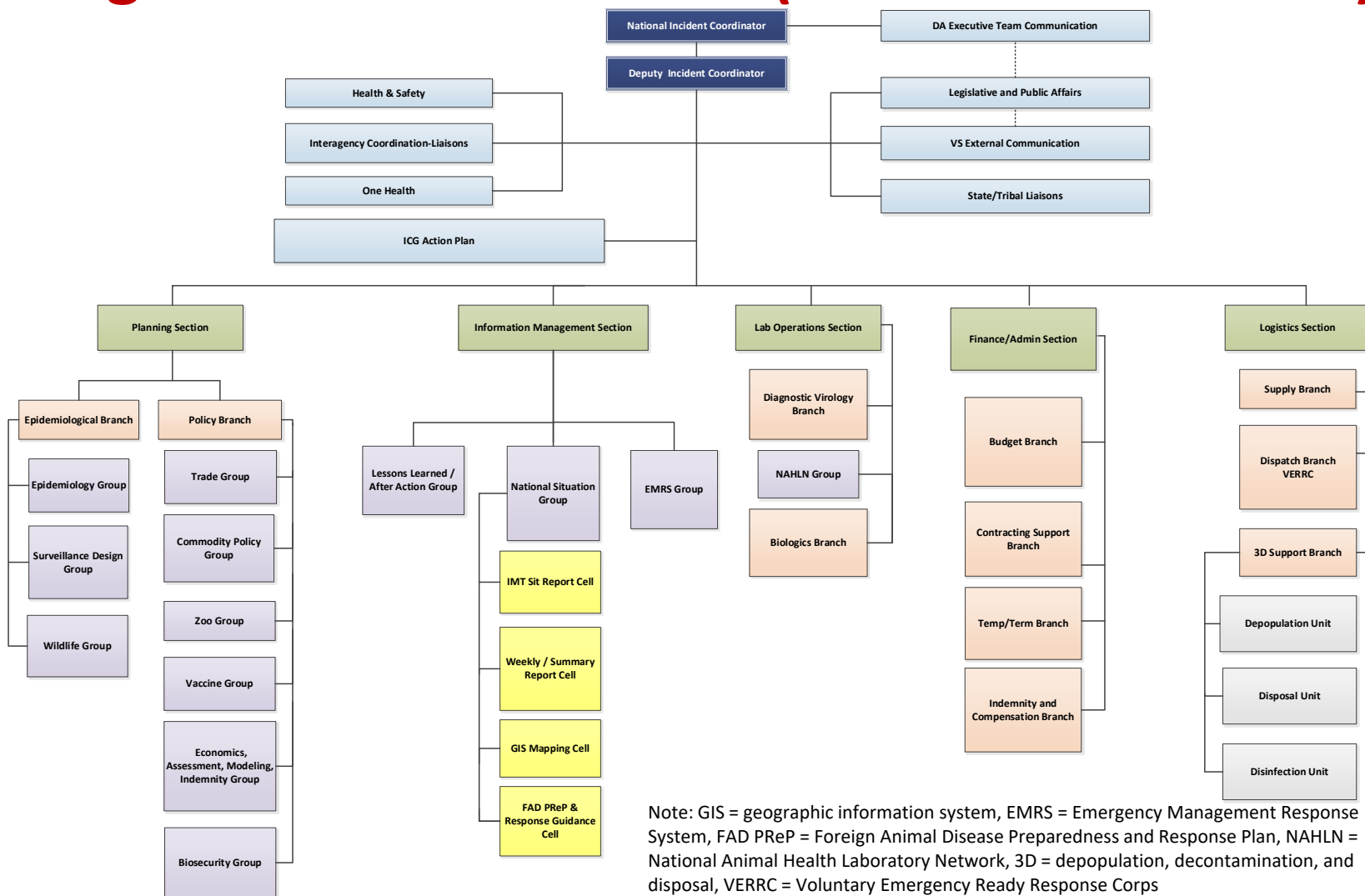# APHIS Incident Management Structures: Off-scene and On-Scene
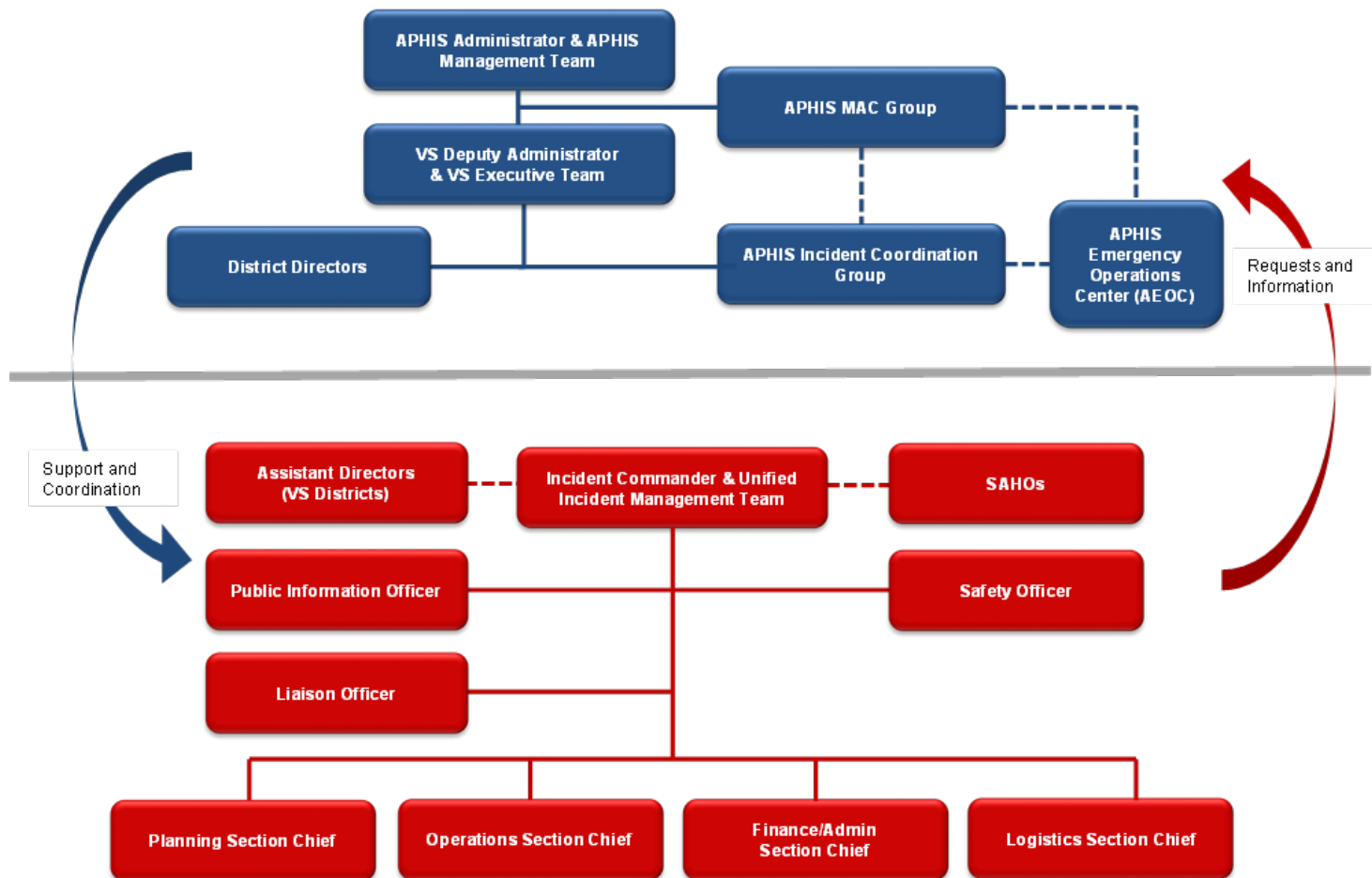
Note: VS = Veterinary Services.

APHIS Incident Coordination Group

- In any incident, an ICG is immediately established to oversee the functions and response activities associated with the incident. The ICG is a flexible and scalable structure. Key responsibilities may include the following:
  - Communicates closely with field personnel,
  - Coordinates with the APHIS MAC Group, and
  - Provides guidance/information to the USDA MAC Group, if established.
- Additionally, key responsibilities performed by the APHIS ICG may include the following:
  - Assisting in response policy development,
  - Providing health and safety guidelines,
  - Supporting the National Incident Management Team (NIMT) and Unified Incident Command,
  - Developing protocols for response activities,
  - Coordinating routine communication,
  - Coordinating resources,
  - Supporting contracting activities,
  - Providing national-level reports and maps,
  - Assessing response progress and strategies,
  - Etc.

Example APHIS Incident Coordination Group—Organizational Structure (for an FAD incident)

Note: GIS = geographic information system, EMRS = Emergency Management Response System, FAD PReP = Foreign Animal Disease Preparedness and Response Plan, NAHLN = National Animal Health Laboratory Network, 3D = depopulation, decontamination, and disposal, VERRC = Voluntary Emergency Ready Response Corps

APHIS Organization for a Single Incident

- The SAHO, or designee, and Assistant Director or designee, initially serve as co-Incident Commanders.
  - May be supported by VS District Strike Teams, VS District Personnel, or other local personnel that are prepared to support the initial response.
  - May be relieved by an NIMT if the State requests an NIMT.
- The Incident Command Post (ICP) is a physical location that administers the on-scene Unified Incident Command.
- An EOC is an off-scene physical location.
  - Supports the on-scene response by providing external coordination, communication pathways, and may secure additional resources.
- The APHIS MAC Group and APHIS ICG operated from an off-scene location and provide coordination, resources, guidance, and support to the Unified Incident Command.

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APHIS Organization for Multiple Incidents

- More than one Incident Command (IC) can be established when there are multiple incidents occurring at the same time.

- An Area Command (AC) can be established to oversee
  - management of multiple incidents handled individually by separate ICs, or
  - a very large or rapidly evolving incident.

- An ICG can also play the role of an AC in an FAD incident depending on the size of the incident, location of deployed IMTs, and number of States involved.

- MAC Groups will coordinate additional resources and make decisions on prioritizing incidents and the use of critical resources.

- If an emergency becomes too large for an APHIS MAC Group to handle efficiently, a USDA MAC Group will be established.

APHIS Incident Management Assuming Multiple Incidents and a Unified Area Command

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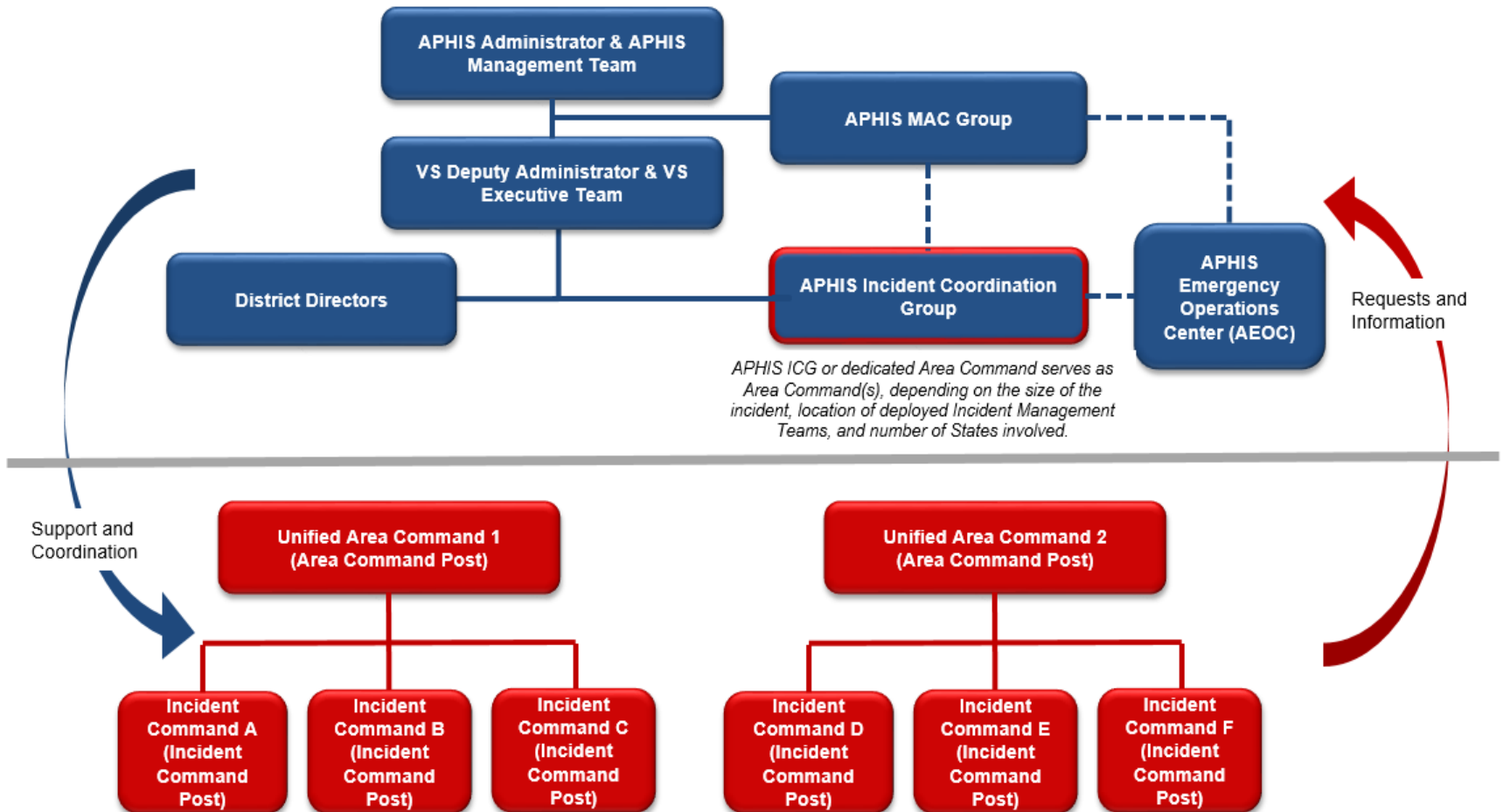
APHIS National Incident Management Teams

- If requested by the State, an APHIS VS NIMT will be deployed, headed by the Incident Commander, to lead a Unified State-Federal Incident Command which incorporates State and Federal personnel into a single organizational structure.

- Sometimes only key NIMT personnel are deployed if a full NIMT is not required—a "Short Team."

- The exact makeup of the long and short teams will depend on the type of disease and magnitude of spread: changes may be made in an outbreak.

- There are five standing VS NIMT Teams: Red, Green, Gold, Blue and Indigo.

Communication Strategy

- <u>Internal communication</u> between government authorities is critical to informed and timely decisions.

  – APHIS uses the Emergency Management Response System 2.0 (EMRS2) as its system of record for all animal health incidents to manage information.

- <u>External communication</u> keeps the public, media, and international community informed in order to calm anxiety, instill confidence, and ensure compliance with emergency directives.

  – APHIS Legislative and Public Affairs (LPA) will be the primary liaison with the news Media and Congressional requests.

Target Audiences

- The following list highlights key audiences that APHIS aims to inform in an emergency. This list in not all-inclusive, rather the goal is to identify critical audiences such as
  - governments,
  - Industry stakeholders,
  - APHIS employees,
  - general affected public,
  - trading partners,
  - financial boards and the U.S. Commodity Futures Trading Commission,
  - interagency partners,
  - media, and
  - Congress.

Communication During a Response: Initial Response

- During the first 24 to 72 hours of an emergency, LPA takes numerous steps or actions, many of which occur simultaneously.
  - Emergency details can be market-sensitive: LPA will discuss timing with appropriate animal health officials.
  - USDA and APHIS strive to notify all their partners at the earliest possible opportunity.
- Depending on the significance of the animal disease emergency, public notification can occur via different means, including press conference, media briefing, etc.
- LPA develops and clears additional supporting materials (fact sheets, question and answer documents, etc.), and also launches appropriate website updates.

Communication During a Response: Ongoing Support

- LPA takes a strategic approach to communication, ensuring Public Information Officer (PIO) support is provided in the field as well as remotely.

  – Each VS NIMT has a PIO assigned to the team.

  – On-scene, the PIO serves as the conduit for information to internal and external stakeholders, including the media or other organizations seeking information about the incident.

- LPA supports the National ICG in responding to media calls made to headquarters and facilitating information sharing.

- LPA also coordinates with the Office of Congressional Relations to provided updates.

- LPA maintains communication activities with various audiences until the ICS response comes to a close.

Communication During a Response: Post Incident

- LPA will ensure that consistent messaging continues even after emergency operations shut down.
  - May include maintaining an outreach campaign and providing information on how operations are returning to normal.
- During the progress toward complete eradication and restoration of full trading, a number of milestones may be communicated to domestic and international audiences:
  - completion of disinfection of formerly Infected Premises;
  - lifting of a quarantine(s) and Control Area(s);
  - number of premises approved to restock;
  - restoration of exports from areas of the United States designated as being pest- or disease-free; and
  - closing of the incident.

More Information

- For details, see the *APHIS FAD PReP Manual 1-0* and *APHIS FAD PReP Manual 2-0*: www.aphis.usda.gov/fadprep

- APHIS FAD PReP Manual 1-0 Ready Reference Guide (RRG)

- Federal Emergency Management Agency (FEMA)'s website: https://www.fema.gov/