

**ESF 11 - Agriculture and Natural Resources  
Annex, 2015**

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**Coordinating Agency :** PA Department of Agriculture

**Primary Agency(ies) :** PA Department of Agriculture

**Support Agency(ies) :** PA State Cooperative Extension  
PA Department of Health  
PA State Police  
PA State Animal Response  
PA Department of Human Services  
PA Department of Transportation  
PA Game Commission  
PA Department of Conservation and Natural Resources  
PA Department of General Services  
PA Department of Military & Veterans Affairs  
PA Historical & Museum Commission  
PA Fish & Boat Commission

## **I. Introduction**

### **A. Purpose**

1. To support state, and municipal efforts to provide emergency nutritional assistance to citizens and their animals (pets and livestock).
2. To support state and municipal efforts to ensure the safety and security of the Pennsylvania agricultural community.
3. To support state and municipal efforts to control and eradicate outbreaks of highly contagious or economically devastating animal/zoonotic disease pests, highly infective exotic plant disease, or economically devastating plant pest infestation.
4. To provide state-level backup and coordination of local efforts to alleviate the disaster-caused suffering of domestic animals.
5. To support state, and municipal efforts to protect natural, historic and cultural resources prior to, during, and/or after a natural disaster or other emergency.
6. To support the Pet Evacuation and Transportation Act (PETS Act) and efforts of local emergency management agencies to provide rescue and sheltering of companion animals affected by disasters.

### **B. Scope of Operations**

1. Emergency food support includes identifying sources of and obtaining and arranging transportation for ice, human food, animal feed and water to designated staging sites in the affected area.

2. Potential operations include: researching governmental food programs and stockpiles, negotiating with food suppliers, developing a food procurement strategy, organizing a food transportation plan, coordinating with private and volunteer groups, analyzing staging sites, and establishing a temporary food assistance program.
3. Pennsylvania Department of Agriculture (PDA) will maintain a Letter of Agreement with the Pennsylvania State Animal Response Team (PASART) to provide for rescue and sheltering of companion animals affected by disasters.
4. Emergency operation of the PDA inspectors and sanitarians may include citation or closure of eating or food/feed retail, food/feed processing and distribution establishments, seizure of contaminated or adulterated food or animal feed or embargo or quarantine of certain sources.
5. PDA will monitor damage to and the impact of the disaster emergency on the agricultural community, ascertain the amount of support available from state and federal agricultural resources, and report unmet needs through the State Emergency Operations Center (SEOC) to the Disaster Recovery Task force (see ESF #14).
6. PDA is responsible for the control and eradication of diseases and pests with significant economic impact in livestock, poultry, and plants, in cooperation with USDA.
7. ESF #11 will also identify historical, cultural or natural resources that may be at risk during an emergency, oversee efforts to protect them, track damages and assist in restoring damaged resources to their pre-disaster state.

## **II. Situation and Assumptions**

### **A. Situation**

1. A significant disaster event may deny human and animal populations' access to food and water, may create conditions that prevent individuals with food supplies from preparing food properly and transporting as necessary, may displace a population from their homes and create a widespread need for ice, food and water or may render normal food supplies unusable. Plant disease or pests may cause loss of available food or feed supplies. The event may endanger the lives of domestic and farm animals, and may endanger public health due to animal/zoonotic disease or pests, and may cause permanent damage to agricultural community infrastructure or natural, cultural or historical resources in the Commonwealth. This event may happen because of a sudden natural or technological phenomenon or because of slow-developing disease or drought.

### **B. Assumptions**

1. The extent of damage to the infrastructure of the affected area, in addition to the peculiarities of the transportation network in the area, may influence the strategy or pattern of assistance.

2. PDA will work closely with many federal and state agencies such as but not limited to the United States Department of Agriculture (USDA), the Food and Drug Administration (FDA), the Environmental Protection Agency (EPA), the Federal Bureau of Investigation (FBI), and Department of Environmental Protection (DEP) to monitor emergency and potential emergency situations, and will have coordination with these assets in responding to the emergency.
3. Food supplies intended for human populations will be suitable for either household distribution or congregate meal service.
4. Commercial and retail food storage facilities may be inoperable as a result of widespread power failure; thus, USDA Food Nutrition Services (FNS) food supplies may be available.
5. The Pennsylvania Donations Management Plan (published separately) provides guidance in organizing food collection and distribution efforts.
6. Pennsylvania has an abundance of natural resources that come under the purview of the Department of Conservation and Natural Resources and Game Commission.
7. Pennsylvania has a wealth of historical and cultural treasures that come under the purview of the State Historical and Museum Commission.
8. Companion animal owners may refuse evacuation orders in a disaster, endangering themselves and others. Also, owners may not take companion animals with them. Under the response activities of County Animal Response Teams (CART), PDA is responsible for providing for the rescue and sheltering of companion animals affected by disasters.

### **III. Concept of Operations**

#### **A. General**

1. Close cooperation will be maintained with other ESFs, the United States Department of Agriculture (USDA) and the Food and Drug Administration (FDA) to ensure nutritional support to shelters, surveillance of potential public health issues in agricultural and forest locations and inspections of the public food supply to ensure the continuity and safety of food production and processing.
2. Food assistance will be made available, in cooperating with ESF #6, until the need for emergency relief in the affected area has dissipated sufficiently so that individuals and families can provide adequate food supplies for themselves through traditional methods and sources.
3. Close coordination with ESF #1 and #13 will be maintained to ensure that the transportation network will be available to provide food or feed assistance.
4. To the greatest extent possible, storage and staging sites will be located at existing food-service facilities in order to use infrastructure in those facilities.

5. Continuous monitoring of Pennsylvania's agricultural community will ensure that contamination or food-borne diseases are contained in the smallest possible area.
6. Solutions to unmet resource needs and requests will be obtained from other state departments and agencies, or forwarded to ESF #7.
7. Requests for use of agricultural resources will come through the PEMA Logistics Branch, PEMA SEOC Watch, or ESF #7. They will be prioritized, and resources will be allocated and deployed in mission assignments.
8. Food and feed supplies will be evaluated to ensure their suitability for consumption. Food supplies may be diverted to animal feed after suitable review by FDA and PDA feed regulatory offices.
9. PDA will exercise its legal authority to quarantine or withdraw from distribution any agricultural product or food/feed that is suspected of being contaminated or adulterated.
10. If agricultural products or food/feed prove to be dangerously contaminated or adulterated, PDA will seek a court order to seize and destroy them.
11. Suspected intentional contamination or adulteration of agricultural or food products will be referred to local law enforcement, the PSP, the FBI, and the FDA Office of Criminal Investigation as a criminal matter. PDA food safety laboratory resources can analyze and confirm the food product in question.
12. State Department of Agriculture laboratories, inspectors and other resources will be made available to respond to the needs of disaster response and recovery efforts.
13. PDA, through PASART, will support the rescue and sheltering of companion animals affected by disasters. County Animal Response Teams (CART) are activated by their county Emergency Management Agency (EMA) offices.
14. ESF #11 members will monitor response activities to ensure that appropriate care is taken to preclude any unnecessary damage to Natural, Cultural and Historical (NCH) resources.
15. Damage to NCH resources will be documented and efforts made to prioritize the restoration of these important resources to pre-disaster condition.

## **IV. Responsibilities**

### **A. Coordinating Agency**

1. PA Department of Agriculture
  - a. Act as the Primary Agency for all ESF #11 activities at the state level. Coordinate the assignment of responsibility and resource needs of supporting agencies.
  - b. Develop procedures and policies, as necessary, in cooperation with team members.
  - c. Ensure team members receive shift-relief from their respective organizations at appropriate intervals, as additional personnel are available.

- d. Emergency Preparedness Liaison Officers will establish liaison with ESF #5 to facilitate the sharing of information and data.
- e. Collect, compile, and report information and data, as appropriate.
- f. Deploy emergency response team representatives and Emergency Preparedness Liaison Officers to the state EOC, as requested by PEMA, for the coordination of emergency response activities.
- g. Collect and report to PEMA, in conjunction with supporting Non-governmental Organizations (NGO)s , the Farm Service Agency of the U.S. Department of Agriculture, and Penn State Cooperative Extension, information on agricultural damage and the disruption of agricultural product supply and distribution.
- h. Assist in the identification of shelters for domestic and agricultural animals that are affected or endangered by the disaster/emergency.
- i. Support the Department of Environmental Protection, with agricultural sampling for analysis of radiation effects following a nuclear or other hazardous materials incident.
- j. Through PDA's Bureau of Food Distribution and its USDA FNS food resources, assist in the emergency distribution of food products, as requested by PEMA.
- k. Supply technical advice and assistance in the alleviation of public health hazards, including actions associated with vector-transmitted disease outbreaks and vector control activities.
- l. Supply technical advice and assistance in the inspection and disposal of damaged or contaminated food/feedstuffs. Assist in the identification and distribution of bulk food supplies to victims of the disaster in support of ESF #6.
- m. Conduct, in conjunction with the USDA, Farm Service Agency the specialized damage survey and reporting required to support a state request for federal aid to residents of rural areas.
- n. Disseminate, in conjunction with the U.S. Department of Agriculture Farm Services Agency (FSA), information on the availability of federal assistance to farmers and on procedures for filing applications.
- o. Implement, when appropriate, special legislated state farm aid programs to assist in alleviating unusual disaster problems in agricultural areas.
- p. Provide trained representatives to disaster recovery centers established as the result of a Presidential declaration of a major disaster or emergency.
- q. Coordinate the mitigation of damage or contamination to agricultural (crops, fertilizer, feed or pesticides), dairy and food products.
- r. Coordinate with the Department of Health (DOH), DEP, USDA and other Federal Agencies, as needed for the collection of product samples and the disposition of damaged or contaminated food/feed and other agricultural products.

- s. Provide field teams for the purpose of taking samplings of agricultural (seeds, fertilizers, or pesticides), dairy or food/feed products for analysis.
- t. Coordinate laboratory analysis of agricultural samples.
- u. Inform the Governor, through the State Recovery Task Force, on the status of agricultural operations.
- v. Work with the State Recovery Task Force to determine short and long-term agricultural and land management activities (e.g. soil removal, crop rotation, and tillage), to reduce future damage or contamination of feed and food crops.
- w. Provide a process to reduce the long-term impact of the incident on markets for State and local agricultural products and goods.
- x. Work with federal partners (USDA, FSA, EPA, FDA etc.) to coordinate the availability and application of federal resources.
- y. Act as lead agency in any responses to prevent, identify, contain and eliminate diseases and/or pests, plants, and animals which may be detrimental to agriculture, animal health or public health.
- z. Coordinate the application for and the administration of any federal declaration of an Agricultural Emergency (if warranted).
- aa. Maintain a Letter of Agreement with PASART to support the rescue and sheltering of companion animals affected by disasters.

## **B. Support Agencies**

1. Pennsylvania Emergency Management Agency
  - a. Determine priorities for animal sheltering, feed, food, ice, and water requirements.
  - b. Draft emergency proclamations and state requests for federal disaster and emergency declarations and associated federal assistance.
  - c. Coordinate the supply of essential manpower and materials for state, county and municipal emergency operations.
  - d. Assist affected counties in the conduct of a coordinated damage assessment, which considers the broadest context of damage, both tangible and intangible.
  - e. Coordinate federal, Commonwealth, county and municipal disaster recovery management activities.
  - f. Receive information from county emergency management agencies and provide assistance with coordination of resources as needed.



- g. Determine the need for, maintain information on and procure materials, supplies, equipment, facilities and services necessary for disaster recovery activities.
  - h. Supply technical information, advice and assistance in procuring available federal and Commonwealth emergency assistance.
  - i. As designated grantee, accept and coordinate federal public assistance for the Commonwealth by administering the public assistance office established within the Joint Field Office.
  - j. In necessary, contact County Emergency Management Agencies to activate County Animal Response Teams during emergency.
2. Department of Conservation and Natural Resources
- a. Provide guidance and assistance in identifying and destroying wild animals that may be carrying hazardous diseases.
  - b. Provide assistance in identifying plant diseases and pests, and assessing damage to the Commonwealth's forestry resources.
  - c. Monitor those natural resources and related facilities that may be affected by the emergency.
  - d. Assist the State Recovery Task Force (SRTF) in restoring damaged natural resources to their pre-disaster state.
  - e. Support the Pennsylvania State Animal Response Team (PASART) mission in the event that companion animals are affected by a disaster and rescue/sheltering activities for companion animals are needed.
3. Department of Environmental Protection
- a. Provide oversight, advice and technical assistance regarding the effects of hazardous chemicals or nuclear materials.
  - b. Provide oversight and assist with sampling of crops and the environment after a chemical or nuclear release.
  - c. Provide assistance with, to include emergency permitting for, the disposal of contaminated plant or animal matter.
  - d. Support the PA State Animal Response Team (PASART) and County Animal Response Team (CART) mission in the event of an animal recovery situation, if necessary.

#### 4. Department of Health

- a. Make laboratories and resources of the Department available as they relate to human health. DOH must conduct confirmatory testing by a laboratory response network (LRN) laboratory before federal agencies can begin investigations.
- b. Survey and report to PEMA and municipal officials information about public health hazards, actual or potential, and take actions required to eliminate such hazards.
- c. Provide, in conjunction with the Department of Environmental Protection, technical advice and assistance in the alleviation of public health hazards associated with exposure to hazardous materials releases, actual or potential, and on safeguarding the health of the public.
- d. Establish necessary precautionary measures in coordination with county/municipal public health departments and public health providers, as well as other state departments/agencies within the affected area, to prevent or reduce any threat to public health, including vector control.
- e. Liaison between the Pennsylvania Department of Agriculture and local/county health departments as required.
- f. Provide Critical Incident Stress Managers for counseling and support of responders to an agricultural emergency or disaster, as needed.
- g. Provide an appropriate level of trained personnel and an information management software at the Receive, Stage, and Store (RSS) Site, to assist with a National Veterinary Stockpile (NVS) response to a damaging animal disease.
- h. Assist with the prescribing of antivirals to citizens affected by the animal disease emergency as necessary.

#### 5. Fish and Boat Commission

- a. Provide guidance and assistance in identifying and destroying wild animals that may be carrying hazardous diseases. Utilize "Clean Stream Act" authority and resources to assist with containment and response to agricultural emergencies as needed.
- b. Support the PA State Animal Response Team (PASART) and County Animal Response Team (CART) mission in the event of an animal recovery situation, if necessary.

#### 6. Game Commission

- a. Provide guidance and assistance in identifying and destroying wild animals that may be carrying hazardous diseases.

- b. Conduct disease surveillance in wildlife to effectively identify wild animals that may be carrying hazardous diseases.
- c. Support the PA State Animal Response Team (PASART) and County Animal Response Team (CART) mission in the event of an animal recovery situation, if necessary.
- d. Historical and Museum Commission
- e. Assist with the identification of culturally and historically significant facilities that may be affected by the disaster.
- f. Provide technical assistance in the restoration of facilities damaged by the emergency.
- g. Penn State Cooperative Extension Service
- h. Assist in surveillance of agribusiness and agricultural facilities for suspicious animal or crop issues.
- i. Report suspicious events/activities to the PDA regional office and other appropriate authorities.
- j. Assist in identification of affected farms and other facilities that are damaged by the emergency.
- k. Assist in dissemination of information to affected populations, especially in rural areas.
- l. Provide support in the prevention, detection and eradication of diseases and pests that could potentially affect agriculture.
- m. Support the PA State Animal Response Team (PASART) and County Animal Response Team (CART) mission in the event of an animal recovery situation, if necessary.

## 7. Pennsylvania State Police

- a. Assist with implementing security for quarantine, seizure or embargo activities as needed
- b. Assist in perimeter and traffic control in the affected area, when needed.
- c. Assist with coordination of routing emergency products such as food to affected populations in need.
- d. Assist with routing control associated with evacuations that pertain to agricultural communities or operations.

- e. Assist with security needs of personnel responding to a food or agricultural emergency.

8. Department of General Services

- a. Provide resource acquisition support during agricultural emergencies such as food, animal and plant disease outbreaks, as needed.
- b. Assist with the coordination of obtaining food distribution sources for affected populations during an emergency.

9. Department of Military and Veterans Affairs

- a. Assist with the coordination of obtaining food distribution sources for affected populations during an emergency.
- b. Assist with providing transportation and delivery of food products to an affected population, if needed.
- c. Assist agricultural responders with providing technical expertise and training for preparation for and response to chemical, biological and radiological incidents that impact agriculture.

10. Department of Transportation

- a. Coordinate state-level emergency transportation services, equipment and activities for an agricultural emergency.
- b. Assist, as requested by PEMA, with the designation of routes for the emergency movement of resources vital to the emergency.

11. Department of Human Services

- a. Assist with providing crisis counseling services to citizens affected by an agricultural emergency.
- b. Coordinate with the State and County Animal Response Teams to coordinate animal sheltering needs in conjunction with victim shelters during an emergency.
- c. Regional Task Forces/County Emergency Coordinators
- d. Liaison with PEMA and agriculture personnel for coordination of providing 1st responder and resource support, as needed to respond to agriculture emergency.
- e. PA State Animal Response Team (PASART)/ County Animal Response Teams

- f. Develop and implement procedures and train participants at the county level (County Animal Response Teams) to facilitate a safe, environmentally sound and efficient response to animal emergencies on the local, county, state, and federal levels.
- g. County Animal Response Teams (CARTS) respond to requests for assistance with animal rescue and sheltering by their respective county EMA offices. If a CART is not available to respond or if CART resources are overwhelmed, PEMA may request PASART to coordinate additional resources from other county teams. This may occur through the standard Mutual Aid relationship prescribed by state law.

## 12. American Red Cross

- a. Work to ensure food, ice, and water are provided in adequate amounts and equitably distributed.
- b. Ensure that humanitarian assistance provided to displaced individuals is synchronized with the mission of the PA State and County Animal Response teams throughout the state.
- c. Coordinate with PASART to provide temporary companion animal sheltering in conjunction with human sheltering whenever possible and to coordinate efforts of transporting animals belonging to human shelter residents to an available temporary animal shelter.

## 13. Non-governmental Organizations

- a. Assist with acquisition of commodities and resources, if needed during the agricultural emergency.
- b. Provide liaison with agriculture personnel in the SEOC.
- c. Assist with communications between agriculture personnel in SEOC and citizens.

## 14. United States Department of Agriculture, Farm Services Agency

- a. Collect and report to PEMA and PA Department of Agriculture EPLOs, in conjunction with the Food and Agriculture Council of the U.S. Department of Agriculture and Penn State Cooperative Extension, information on agricultural damage and the disruption of agricultural product supply and distribution.
- b. Conduct, in conjunction with the Food and Agriculture Council of the U.S. Department of Agriculture, the specialized damage survey and reporting required to support a state request for federal aid to residents of rural areas. Ensure PA Department of Agriculture EPLOs at PEMA are informed.

- c. Disseminate, in conjunction with the Food and Agriculture Council of the U.S. Department of Agriculture, information on the availability of federal assistance to farmers and on procedures for filing applications. Ensure PA Department of Agriculture EPLOs at PEMA are informed.

15. United States Department of Agriculture, Animal Plant Health Inspection Services (APHIS)

- a. Implement an integrated national-level response to an outbreak of an economically devastating or highly contagious animal/zoonotic disease or an outbreak of a harmful or economically significant plant pest or disease
- b. Coordinate veterinary and wildlife service's in affected areas.
- c. Coordinate with ESF#8 on animal/veterinary issues in disease situations and in other situations that develop during emergencies and natural disasters.
- d. In response to biohazard events, assist with the decontamination and/or destruction of animals and plants as well as associated facilities (e.g. barns, processing equipment, soil, and feeding and growing areas).
- e. An assist in providing technical support and subject-matter expertise regarding the safety and well-being of household pets during a disaster or emergency.

16. United States Department of Agriculture, Food & Nutrition Service (FNS)

- a. Assist in determining nutrition assistance needs.
- b. Obtain appropriate food supplies.
- c. Arrange for the transportation for food supplies.
- d. Authorize the Disaster Food Stamp Program.
- e. United States Department of Agriculture, Food Safety and Inspection Service (FSIS)
- f. Perform inspection and verification of meat, poultry, and egg products in affected areas to ensure safe and wholesome products enter commerce.
- g. Conduct food borne disease surveillance.
- h. Coordinate recall and tracing of adulterated products.
- i. Assist with coordination of disposal of contaminated food products.
- j. Provide inspectors and laboratory services to affected areas.

17. Environmental Protection Agency (EPA)

- a. Provides technical expertise, subject-matter expertise, and support for biological, chemical, and other hazardous agents on contaminated facility remediation, environmental monitoring, and contaminated animal/crops and food product decontamination and disposal.
- b. Provides surge capacity for laboratory and diagnostic support
- c. Identifies suitable and available antimicrobial and other pesticides to be used to treat and decontaminate crops. Approves the use of these pesticides.

18. U.S. Department of Homeland Security

- a. Through the Protective Security Advisors, provide liaison between the U.S. Department of Homeland Security and the state and local officials responsible for prevention, protection, response and recovery activities as they relate to agricultural emergencies.

19. U.S. Department of Health and Human Services (HHS)

- a. Assist in determining which foods are fit for human consumption and identify potential problems associated with contaminated foods.
- b. Assist in providing laboratory and diagnostic support, subject-matter expertise, and technical assistance as well as field investigators to assist in product tracing, inspection and monitoring, and interdiction activities.
- c. Assist with human health-related information, including surveillance for food borne disease and occupational safety and health issues.
- d. Provide veterinary public health and clinical subject-matter expertise support through the U.S. Public Health Service Commissioned Corps veterinary teams and epidemiologists to address environmental public health, toxicology, bite/scratch injuries from animals, and zoonotic disease hazards; conduct veterinary/animal emergency needs assessments; respond to occupational safety and health issues associated with animal response; and help implement rabies quarantines, etc.
- e. Assist in delivering animal health care to injured or abandoned animals and performing veterinary preventive medicine activities.
- f. Department of Justice, Federal Bureau of Investigation
- g. Provide liaison and investigative and enforcement measures for terrorist criminal activities related to food, feed and other agricultural incidents.

- h. Provide operational control over terrorist criminal aspects of agricultural emergencies, depending on nature and severity of incident.