

HPAI Response

Overview of the HPAI Control Area Permitting

February 21, 2022

Please note: These procedures may be revised as the situation develops.

INTRODUCTION

Quarantine and movement control activities are fundamentally important to prevent the transmission of highly pathogenic avian influenza (HPAI) from Infected Premises to non-infected premises. Typically, quarantines are imposed on Infected, Contact, and Suspect Premises; movement controls focus on At-Risk and Monitored Premises. In an HPAI outbreak, permits are the mechanism by which movements are made into, within, and out of the regulatory Control Area.

USDA APHIS uses the Emergency Management Response System 2.0 (EMRS2) for permitting in an HPAI outbreak. EMRS2 is used for permits and permitted movements made into, within, and out of the HPAI Control Area(s). It is the USDA APHIS official system of record during an HPAI outbreak; data must be input accurately and rapidly during an incident.

PURPOSE

Permitting allows premises to make necessary movements without creating an unacceptable risk of disease spread. Permits are used for both critical and essential movements (e.g., for animal welfare or to complete response activities) and for continuity of business (COB) movements. Permitting guidance may change over time depending on situational awareness and operational capabilities.

This document provides an overview of permitted movement—it does *not* define requirements for an approved permit, which may vary by State, incident, origin/destination of movement, reason for permit, and item being moved. These requirements and permitting decisions are based on the best scientific and epidemiological information available. Detailed permitting requirements for critical/essential movements are based on unified State-Federal Incident Command recommendations; COB permitting requirements are based on Secure Food Supply Plans (this is the Secure Poultry Supply Plan for HPAI) and/or recommendations from the unified State-Federal Incident Command, APHIS National Incident Coordination Group, and State officials.

PERMITS & MOVEMENTS

There are two primary types of permits: the specific permit and the COB permit. The COB permit is subsequently divided into two secondary permit types—an operational permit and a Secure Food Supply (SFS) permit. Table 1 provides information on these two permit types. All permits must have State of origin approval; additionally for any interstate permitted movement, the destination State must also approve the permit. It is the responsibility of the destination State for ensuring that the destination premises will accept the permitted movement.

To be successful, permitting requires frequent communication and collaboration between origin States, destination States, the unified Incident Command, and APHIS during an HPAI outbreak.

Table 1. Summary of Permit Types

Type of Permit ¹		Type of Premises	Details	Into/Within/Out of Control Area?	Intrastate or Interstate?	Example
Specific Permit		Infected, Contact, Suspect	Includes critical movements (e.g., animal welfare) and essential movements (e.g., response activities). Specific permit may/may not be required based on risk and unified Incident Command recommendation.	Can be into, within, or out of Control Area; into or within Control Area more common.	Usually intrastate, rarely interstate.	Movement of animals on a Suspect Premises to a slaughter establishment in the Control Area.
Continuity of Business Permit	Operational Permit	At Risk, Monitored	Includes normal movements necessary to keep non-infected premises within the Control Area in business during an outbreak. Permit requirements/criteria based on unified Incident Command, APHIS National ICG, and State officials recommendation.	Usually within or out of Control Area.	Can be intrastate or interstate.	Movement of mortality off of an At-Risk Premises to outside of the Control Area. ²
	SFS Permit ³	At Risk, Monitored ⁴	Includes animal and animal product movements into the supply chain for feeding, growing, processing, or to market. Helps to secure the U.S. food supply during an outbreak. Permit requirements/criteria based on Secure Food Supply Plans and/or the unified Incident Command, APHIS National ICG, and State officials recommendation.	At-Risk Premises can only move within a Control Area; Monitored Premises can move within or out of a Control Area. Movements into the Control Area are less common.	Can be intrastate or interstate.	Movement of washed and sanitized shell eggs from a Monitored Premises to market outside of the Control Area.

In an HPAI outbreak, there are different types of movements—some are permitted, others are simply tracked by either the unified Incident Command or producers. These are defined in Table 2, and include three types of movements: permitted movement (discussed above), tracked conveyances (not permitted, but recorded in EMRS2), and routine movements (not permitted or recorded in EMRS2).

¹ These permit types are conceptual. There is not a specific field in EMRS2 that captures these different permit types; however, the fields in EMRS2 allow these types to be separated and analyzed distinctly as required by the incident or at request of internal or external stakeholders.

² At times, some movements—for example, rendering mortality off-site—may be postponed, cancelled, or be required to complete significant mitigations due to known risk of the movement spreading disease from an unknown Infected Premises.

³ Secure Food Supply Plans for HPAI is the Secure Poultry Supply Plan (Eggs, Turkeys, and Broilers).

⁴ For HPAI, many States may decide that to receive an SFS permit, the premises must become a Monitored Premises regardless if the movement is within or out of the Control Area. Some SFS plans also indicate this requirement (to become a Monitored Premises).

Table 2. Summary of Definitions for Movement

Term	Explanation	Example	Requirements	Approval
Permitted Movement	A permitted movement is the type of movement associated with a permit (specific or COB). One or more permitted movements can be associated with a single permit, but each movement is recorded separately. If a permit is issued for multiple movements, these movements must be for the same item and between the same two premises, in the same direction.	Three separate truckloads of washed and sanitized eggs moving between the same two premises in the Control Area are associated as permitted movements to a single permit.	Tracked in EMRS2. The specific requirements associated with the permit must be met for the permitted movements that are associated with that permit.	State of origin and State of destination must approve permit which allows the associated permitted movements.
Tracked Conveyances	A type of movement that does not require a permit. Tracked conveyances originate from FSIS-inspected establishments and are negligible-risk products.	Pasteurized liquid egg loads moving out of a Control Area from a FSIS-inspected processing facility in a Control Area.	Typically tracked in EMRS2. ⁵ FSIS-inspection.	Notification to State of destination but no approval required.
Routine Movement	Routine movements are a type of movement that does not require a permit. All movements must be negligible risk and not require a COB permit (either SFS or operational, so no animals or animal products). Often intrastate, but can be interstate movements with agreement of State origin and State of destination.	Movement of washed and sanitized egg-crates from At-Risk and Monitored Premises; personal or business movements off of and on to a premises (e.g., to the post office).	Not tracked in EMRS2. Elevated biosecurity, enhanced record keeping and other requirements as dictated by the State of origin/unified Incident Command.	State of origin (and State of destination for interstate movement) and unified Incident provide general proclamation of what categories or items are routine and can move without a permit; this can change during the outbreak.

INFORMATION MANAGEMENT

During an HPAI outbreak, EMRS2, the official USDA APHIS system of record, is utilized for the permitting process when a regulatory Control Area is established. EMRS2 is used to manage the process of requesting and approving permits, issues approved permits, records permitted movements, and tracks conveyances.

States can elect not to use EMRS2 during an HPAI outbreak if they have their own information management system that can handle permit requirements, including notification and communication with destination States; however, using EMRS2 is highly encouraged and recommended by USDA APHIS. If a State opts to use its own system, all required permit information still must be provided to the unified Incident Command by the State so it can be entered into EMRS2.

In addition, the EMRS2 Customer Permit Gateway—a new, secure web-application—aids in streamlining permit requests and approval for registered producers. The Gateway allows producers to request permits through just a few simple steps. It is preferred if all COB permit requests are made through the Gateway, especially for producers with potentially large volumes of SFS permitted movements. At this time, due to the fact that they may be higher risk, require immediate action, or further coordination for response

⁵ There is a specific field in EMRS2 which captures whether the movement is a permitted movement or a tracked conveyance.

activities, specific permit requests are *not* made through the Gateway, but rather through normal communication channels in coordination with the unified Incident Command.

This document does not discuss the Gateway in detail; for further information, please see the *HPAI Response: Overview of the EMRS2 Customer Permit Gateway*.

INFORMATION REQUIRED FOR A PERMIT

Each permit contains seven key pieces of information: these data are recorded in EMRS2 in as close to real-time as possible during an HPAI outbreak. If a State elects to use an information system other than EMRS2 to issue permits in an HPAI outbreak, these data must be communicated to the unified Incident Command for import into EMRS2.

1. Permit class (e.g., into Control Zone, out of Control Zone, or within Control Zone).
2. Permit reason (e.g., direct to farm, direct to landfill, direct to slaughter, etc.).
3. Origin premises (national premises ID number (PIN) must be entered in EMRS).
4. Destination premises (national PIN number must be entered in EMRS).
5. Items (e.g., manure/litter, feed, eggs, and groups of animals).
6. Item class (e.g., chicken-broilers, edible pasteurized liquid, poultry litter, etc.).
7. Duration/span of permit (e.g., how long the movement(s) are expected to occur, given duration of Control Area and other factors).

For some permits and their associated movements, additional requirements must also be met prior to the permitted movement (e.g., diagnostic testing). This depends on the developing outbreak situation, SFS plans, State requirement(s), and other factors determined appropriate by the unified Incident Command. These records and documentation can be uploaded in EMRS2 for review. It is strongly preferred that for HPAI, all diagnostic test results required for a permitted movement are messaged from the testing laboratory directly into EMRS2 so that there is no delay in matching the test results with the origin premises.

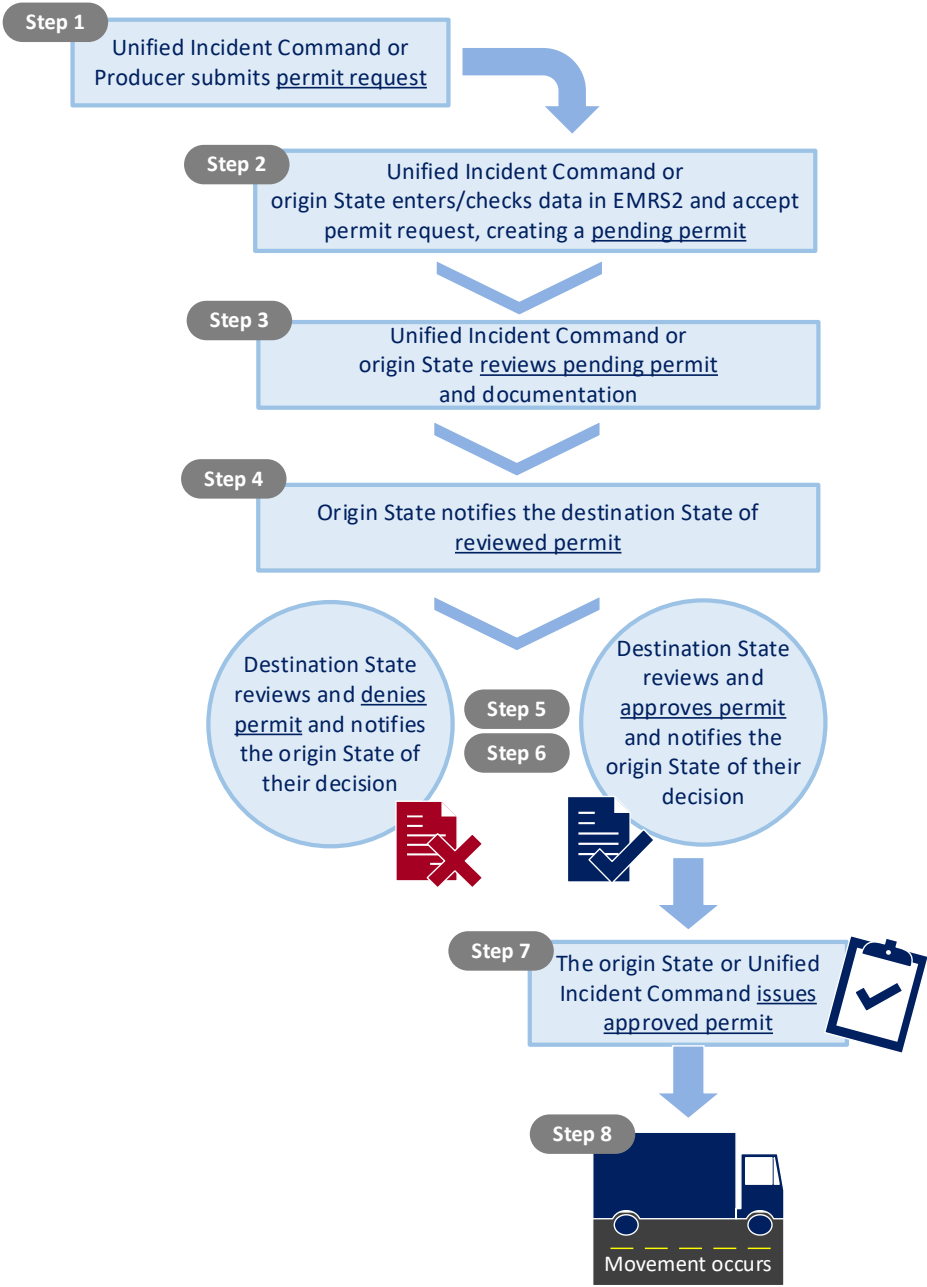
OVERVIEW OF THE PERMITTING PROCESS

Figure 1 illustrates the 8 general steps from the permit request to the actual permitted movement. The process involves the unified Incident Command and approval from the origin and destination State(s). This figure does not include the mode of request (e.g., Customer Permit Gateway).

First, a permit request is submitted. Second, all data is entered/confirmed by the unified Incident Command or origin State in EMRS2 as complete, and a pending permit is created. Third, the information/documentation associated with the pending permit is reviewed, resulting in a reviewed permit. Fourth, the origin State notifies the destination State that there is a reviewed permit. Fifth, the destination State approves or denies the permit. Sixth, the destination State notifies the origin State of their decision; if approved, the approved permit is issued in the seventh step. Finally, in the eighth step, the movement is made. Depending on the item and specifications of the permit, repeated movements may be allowed (e.g., if a producer continues to meet any requirements outlined, daily or weekly movements may be allowed on a single permit for a set period of time).

A permit may be revoked by an origin or destination State at any time (the unified Incident Command can also revoke a permit), such as if the epidemiological situation changes. States are encouraged to make their decisions based on the best science- and risk-based information available during an outbreak.

Figure 1. Overview of the Eight Steps in the Permitted Movement Process



MOVING WITHOUT A PERMIT

In an HPAI outbreak, moving without a permit can cause inadvertent disease transmission to naïve premises and threaten the control, containment, and eradication efforts. Moving without a permit may be punishable by applicable and relevant local, county, State, Tribal, and/or Federal law. Producers and owners must be familiar with authorities, laws, and regulations in their jurisdictions.

FURTHER INFORMATION

Permitted Movement (FAD PReP Manual 6-0) provides additional details on permits, movements, and the process of permitting. For this document as well as further guidance on HPAI testing requirements for movement from the Control Area and other policy guidance, please go to www.aphis.usda.gov/fadprep.