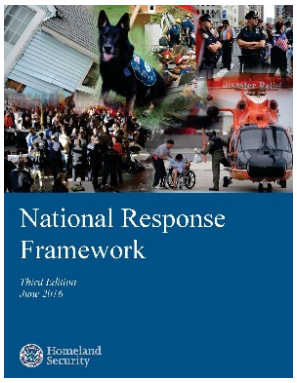
Introduction to & Overview of FAD Response

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. This Ready Reference Guide provides an overview of the *Animal and Plant Health Inspection Service (APHIS) FAD Framework: Roles and Coordination (Manual 1-0)*, describing authorities, funding, relationships among Federal departments, incident management, and communication strategies during an FAD incident.

As defined in Veterinary Services Guidance Document 12001, an FAD is defined as a terrestrial or aquatic animal disease or pest not known to exist in the United States or its territories. An emerging animal disease may be defined as any terrestrial or 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.

Successful emergency preparedness and response requires integration between the National preparedness System, the National Response Framework (NRF), National Incident Management System (NIMS), and the Foreign Animal Disease Preparedness and Response Plan (FAD PReP).

National Response Framework



The NRF is a guide to how the Nation conducts all-hazards response through a whole community approach; it is one of the five National Planning Frameworks in the National Preparedness System. Building on the NIMS, the NRF 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.

National Incident Management System

NIMS supports the NRF and is the foundation of the National Preparedness System. It provides an approach for government, non-governmental organizations, and the private sector to prepare for, prevent, respond to, recover from, and mitigate the effects of incident(s) in order to reduce the loss of life and property and harm to the environment. NIMS consists of five key components that work together:

- Preparedness,
- Communications and information management,
- Resource management,
- Command and management, and
- Ongoing management and maintenance.

Foreign Animal Disease Preparedness and Response Plan

FAD PReP documents use the concepts, structures, and processes defined in NRF and NIMS as a foundation to provide more detailed information, including disease-specific information and further direction on response requirements for FAD outbreaks. FAD PReP aims, consistent with the National Preparedness System, to prepare the United States for FAD incidents in the United States.

FAD PReP incorporates the National Animal Health Emergency Management System Guidelines with strategic concept of operations documents, disease response plans, standard operating procedures, and other materials to create a comprehensive approach to FADs that is consistent with NRF and NIMS.

FAD PReP offers:

- 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. They also serve as a practical guide and compliment non-Federal preparedness activities.

Further Information

For more details, all FAD PReP documents are available from www.aphis.usda.gov/fadprep.

USDA APHIS Authorities for an FAD Incident

Through the Secretary of Agriculture, APHIS 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. The following are activities that the Secretary is authorized to perform under the AHPA 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.

Regulations related to FAD response are found in the Code of Federal Regulations (CFR) which detail how Executive agencies interpret the U.S.C. Relevant sections include 7 CFR Parts 1, 2, 15, 15f, and 371; and 9 CFR Parts 53, 71, and 161.

USDA APHIS Emergency Funding for FADs

Additional funding may be made available for FAD emergency response. The Secretary of Agriculture *may* also declare an agricultural emergency or an extraordinary agricultural emergency when additional Federal assistance is needed to protect U.S. agriculture. There are three typical sources of funds for FAD response:

- contingency fund (generally for requests <$1 million),
- Commodity Credit Corporation (generally for request >$1 million), and
- supplemental appropriations from Congress (large response efforts).

Funding requests are made through appropriate channels of authority.

Federal Department Roles and Responsibilities

USDA is responsible for incident management for an FAD incident affecting domestic livestock or poultry. USDA may request support as necessary from other Federal agencies under its own authorities to control a livestock or poultry disease. When the Secretary of Agriculture requests assistance from the Department of Homeland Security, the President directs the Secretary of Homeland Security to assume responsibility, or when more than one Federal department or agency has become substantially involved in the incident response, the Secretary of Homeland Security and Department of Homeland Security may assume the lead for coordination of Federal resources; USDA maintains the lead for overall incident management in any FAD outbreak.

Emergency Support Functions within the National Response Framework

Part of the NRF's approach is to define the Emergency Support Functions (ESFs) that provide structure for coordinating Federal interagency support in an incident response. There are 14 different ESFs (there were 15, but ESF #14 was superseded by the National Disaster Recovery Framework). Each ESF designates agencies and departments as either "coordinator," "primary agency," or "support agency." An ESF coordinator is an entity with management oversight for that particular ESF. An ESF primary agency is a Federal agency with significant authorities, roles, resources, or capabilities for a particular function. An ESF support agency is an agency with specific capabilities or resources that support the primary agency or agencies.

Overview: ESF and Support Annexes
Coordinating Federal Assistance
In Support of the National Response Framework

Homeland Security

The USDA serves as coordinator for ESF #11 and, along with the Department of the Interior, as a primary agency. Many other Federal government agencies and departments support ESF #11, just as USDA has supporting roles in other ESFs. The table on the next page summarizes the roles and responsibilities of other Federal departments or agencies in FAD preparedness.

USDA Roles and Responsibilities

As the Lead Federal Agency (LFA) (primary and coordination roles) for incident management during an FAD incident affecting domestic livestock or poultry. As such, the USDA does the following:

- 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.
- Acts as the primary interface between Federal, State, Tribal, and local partners; provides interagency coordination necessary to respond to and control an animal disease event.
- 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 foreign or emerging animal diseases.
- With SAHOs, assigns FAD Diagnosticians to investigate possible cases of foreign or emerging animal diseases.
- Operates the National Veterinary Services Laboratories, the national reference laboratories for many FADs, which are World Organization for Animal Health Reference Laboratories for identifying and confirming FADs.
- After diagnosis of a disease, notifies appropriate Federal and State officials in order to facilitate a more timely and efficient response.
- Assesses, with Health and Human Services (HHS), whether animals and animal product processors, distributors, and importers in the affected area are able to provide safe and secure food and feed.
- Works to identify and mitigate transmission risks in FAD outbreaks with zoonotic potential; coordinates with the 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 that is responsible for conducting coordinated disease surveillance on the wildlife diseases it manages and responding to a variety of emergencies.
- Evaluates and modifies, if necessary, regulations regarding inspection and quarantine of animals and animal products at ports of entry (AHPA, 7 U.S.C. 8301).
- Maintains the Smuggling Interdiction and Trade Compliance database that documents imports of animal products, allowing for more targeted inspections at ports of entry and tracing the disposition of products.
- Requires quarantine and diagnostic testing of imported animals.
- Gathers intelligence for emerging issues, including electronic scanning of current 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
Department of Health and Human Services	◆ Serves as the LFA for coordinating and integrating Federal efforts to provide public health and medical assistance. ◆ Ensures, through the U.S. Food and Drug Administration, the safety of food supply (except for meat, poultry, and processed egg products regulated by the 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.

Federal Department/ Agency	Roles and Responsibilities for FAD Preparedness
Department of Homeland Security	◆ 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 Federal-to-Federal Support. ◆ May establish a National Joint Information Center to review public messages.
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 environment.
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

APHIS has adopted NIMS and Incident Command System (ICS) organizational structures and processes to manage animal health incidents. The ICS enables effective and efficient incident management as a critical element of NIMS by integrating facilities, equipment, personnel, procedures, and communication within a common organizational structure.

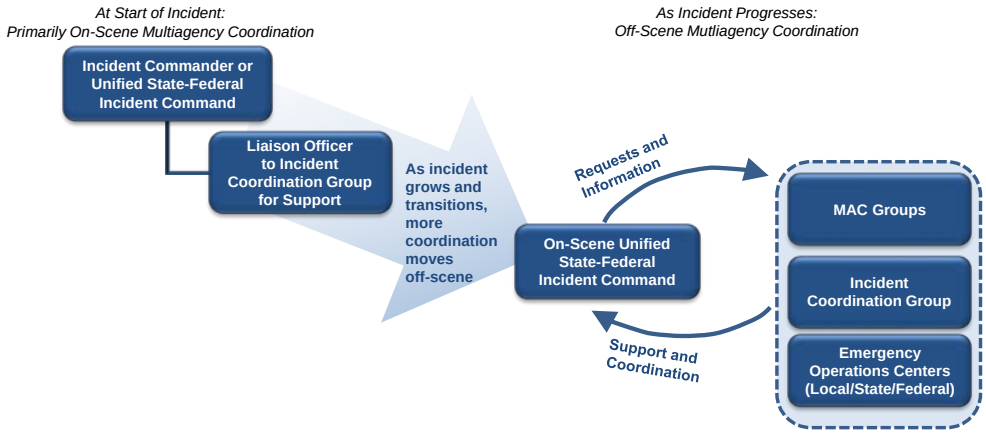
The approach to incident management will be scalable and adaptable to the size and complexity of the incident itself. Regardless of the size/scope/number of incidents, support and coordination is provided from the off-site resources, which may include Multiagency Coordination Groups (MAC), Incident Management Coordination Group (ICG), and the staffing of the Emergency Operations Centers (EOCs).

Multiagency Coordination Groups

MAC allows all levels and disciplines of government to work together more efficiently and effectively. In an incident, as specified by NIMS, the primary function of MAC is to "coordinate activities above the field level and to prioritize the incident demands for critical competing resources."[1]

In the event of an animal health incident, an APHIS MAC Group is formed providing support, coordination, and assistance with policy-level decisions to the ICS structure managing an incident. In large incidents, a USDA MAC Group may also be necessary for higher level coordination and support. For further information on APHIS-wide Emergency Management, please see the *APHIS Emergency Mobilization Guide*, available at https://www.aphis.usda.gov/library/manuals/pdf/aphis_1050.pdf.

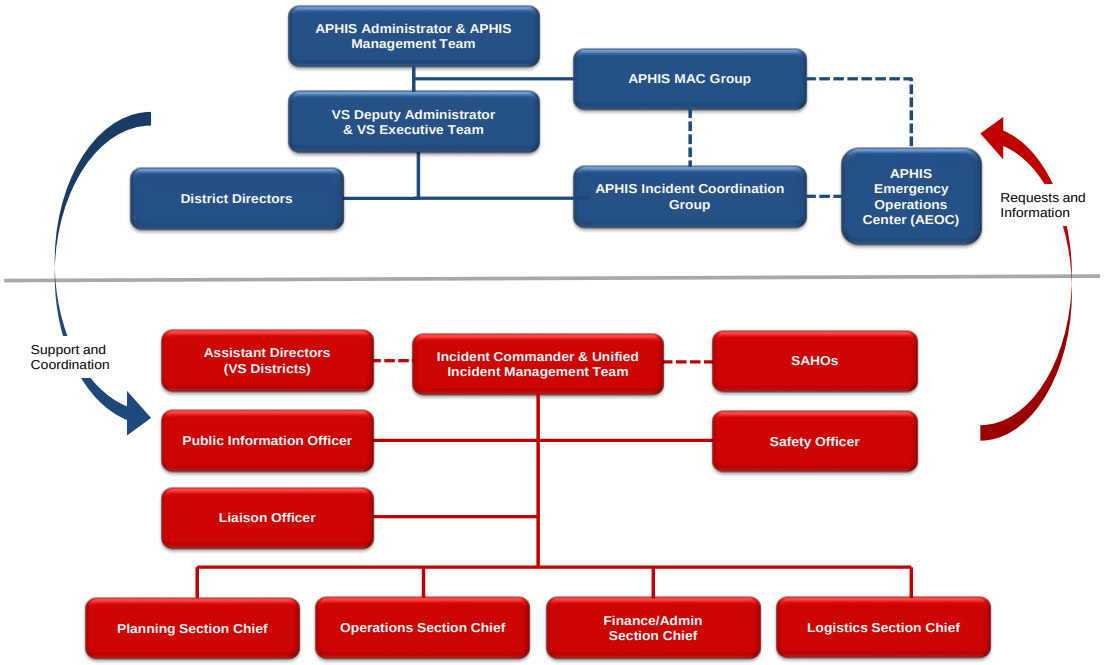
Multiagency Coordination System[2]



APHIS Incident Management

The figure below illustrates the APHIS incident management structure that was most recently revised to incorporate lessons learned from recent highly pathogenic avian influenza (HPAI) outbreaks; this structure may be modified or scaled based on the needs of any particular disease incident.

APHIS Incident Management Structures: Off-Scene and On-Scene



Note: VS = Veterinary Services.

[1] Federal Emergency Management Agency (FEMA). 2008. *NIMS Frequently Asked Questions.* Retrieved from http://www.fema.gov/pdf/emergency/nims/nimsfaqs.pdf.

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

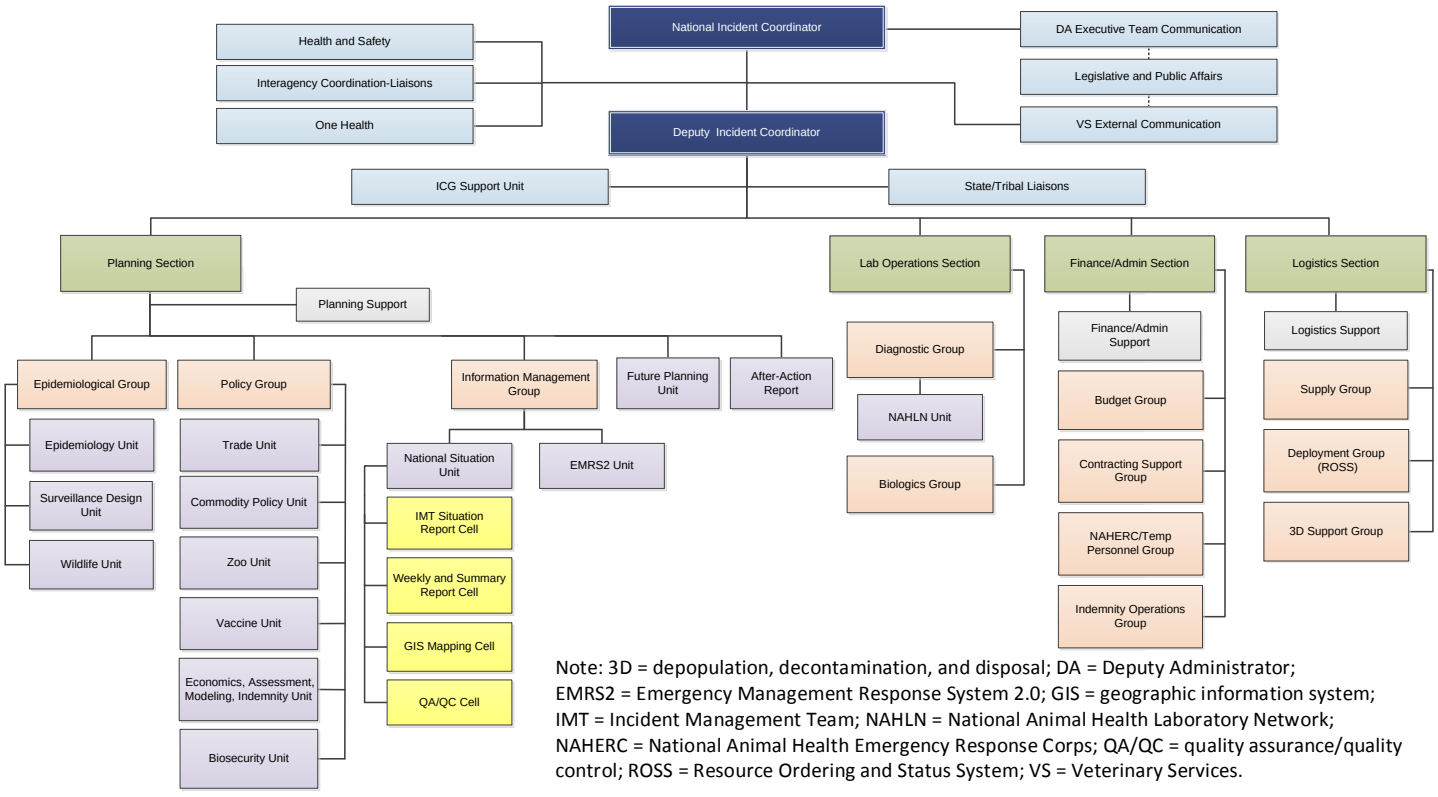
APHIS Incident Coordination Group

In any incident, an APHIS ICG is immediately established to oversee the functions and response activities associated with the incident. The ICG is a flexible and scalable structure, which reflects the size and scope of the incident. Key responsibilities may include the following:

- maintaining close communication with field personnel,
- coordinating with the APHIS MAC Group, and
- providing guidance/information to the USDA MAC Group, if established.

The figure below illustrates an example organizational chart for an APHIS ICG. This chart is flexible and scalable, and is likely to change based on the scope and type of the incident.

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



Note: 3D = depopulation, decontamination, and disposal; DA = Deputy Administrator; EMRS2 = Emergency Management Response System 2.0; GIS = geographic information system; IMT = Incident Management Team; NAHLN = National Animal Health Laboratory Network; NAHERC = National Animal Health Emergency Response Corps; QA/QC = quality assurance/quality control; ROSS = Resource Ordering and Status System; VS = Veterinary Services.

APHIS Organization for a Single Incident

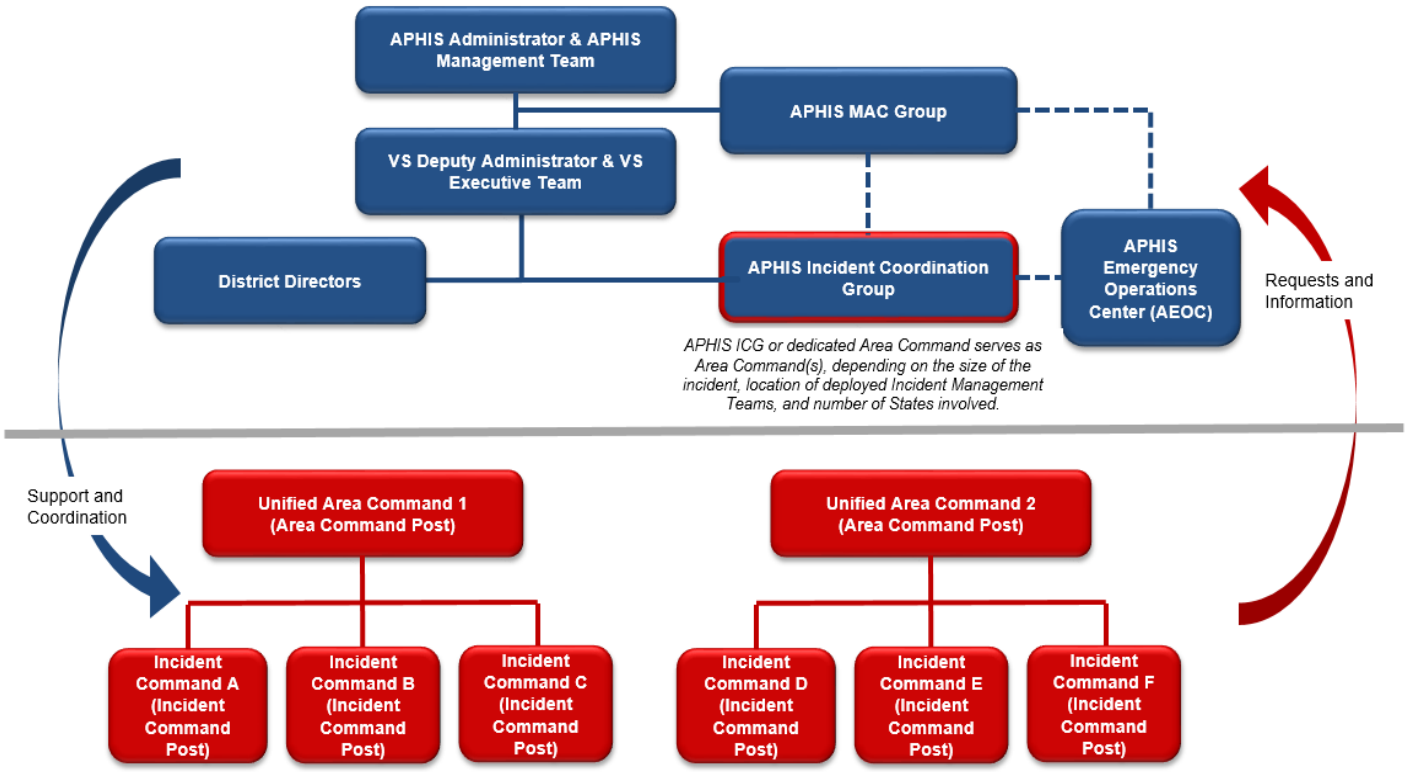
At the start of any FAD outbreak, the SAHO, or designee, and Assistant Director (AD) or designee, initially serve as the co-Incident Commanders. They may be supported by a VS District Strike Teams, VS District Personnel, or other local personnel that are prepared to support the initial response. The AD and SAHO may be relieved by a National Incident Management Team (NIMT) if requested by the State.

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 that supports the on-scene response by providing external coordination, communication, pathways, and may secure additional resources. The ICG and MAC Groups support the Unified Incident Command, but have no on-scene command.

APHIS Organization for Multiple Incidents

More than one Incident Command can be established when there are multiple incidents occurring simultaneously. An Area Command (AC) can be established to manage multiple incidents by separate Incident Commands, or a large incident. The ICG can 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. An AC should not be confused with the functions performed by MAC as AC oversees management coordination of the incident, while a MAC element coordinates support. If an emergency becomes too large for an APHIS MAC Group to handle efficiently, a USDA MAC Group will be established.

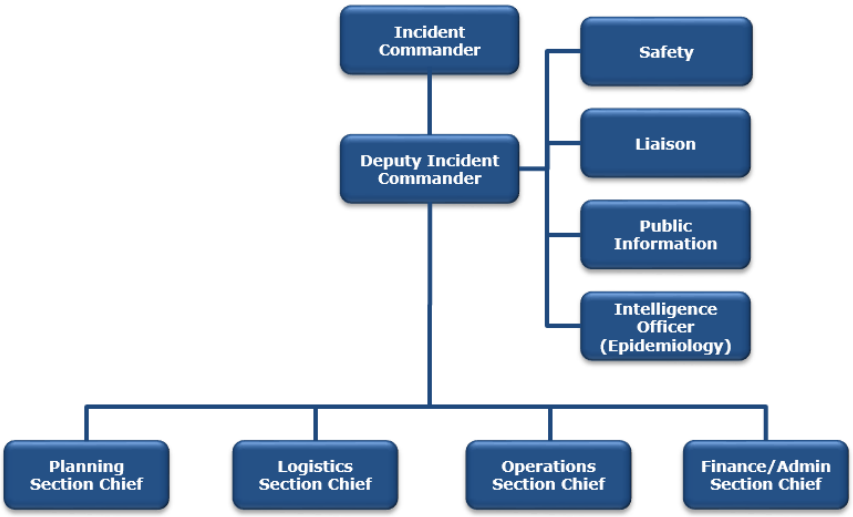
APHIS Incident Management Assuming Multiple Incidents and a Unified Area Command



APHIS VS 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. All or only part of an NIMT can be deployed, based on the requirements of the incident. Sometimes only key NIMT personnel are deployed if a full NIMT is not required; this is called 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. The figure below depicts the organization of an APHIS VS NIMT Short Team for managing an incident.

Current APHIS VS National Incident Management Team—Short Team Configuration



Communication Strategy

The internal and external communication processes established by APHIS are intended to foster transparent messages that reduce the prospects for panic or adverse public reaction and help to mitigate the economic impact of the outbreak.

Internal communication between government authorities is critical to informed and timely decisions. APHIS uses the EMRS2 as its information management system—a system of record for all animal health incidents.

External communication keeps the public, media, and international community fully 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 social and news media.

The following list highlights key audiences that APHIS aims to inform in an emergency. This list is 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 Trading Commission,
- interagency partners,
- media, and
- Congress.

Incident Response Communication

In the event of an animal or plant pest disease emergency, LPA provides external communication support throughout three distinct phases of an incident: the initial response, ongoing response as the situation develops, and post-incident response.

Initial Response Communication: During the first 24 to 72 hours of an emergency, LPA takes numerous steps or actions, many simultaneously. Since emergencies can be market sensitive, LPA will discuss timing and distribution with animal health officials. APHIS and LPA strive to notify all partners at the earliest possible opportunity. Depending on the significance of the animal disease emergency, notification can occur via different means. LPA develops and clears additional supporting materials (fact sheets, question and answer documents, website updates, etc.).

During Incident Communication: LPA takes a strategic approach by lending support on the ground at the actual emergency project site and remotely as needed. Each VS NIMT had a Public Information Officer (PIO) assigned to the team. On-scene, the PIO serves as a 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 APHIS headquarters and facilitating information sharing.

Post-Incident Communication: Though interaction may be less frequent, LPA will ensure that consistent messaging will continue and 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 milestone 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.