STANDARD OPERATING PROCEDURES:
23.OVERVIEW OF NRF AND NIMS

FAD PReP
**Foreign Animal Disease
Preparedness & Response Plan**

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The Foreign Animal Disease Preparedness and Response Plan (FAD PReP) Standard Operating Procedures (SOPs) provide operational guidance for responding to an animal health emergency in the United States.

These draft SOPs are under ongoing review. This document was last updated in **October 2013.** Please send questions or comments to:

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23.1 Introduction

23.1.1 General

During a foreign animal disease outbreak or emerging disease incident, Federal, State, Tribal, and local governments must respond quickly and effectively to prevent catastrophic damage to the animal population. To do so, they must have comprehensive emergency preparedness and response plans containing procedures and protocols that detail roles and responsibilities, establish a command and management structure, promote effective communications and use of information systems, promote training of emergency management personnel and authorities, and establish an exercise program for testing these plans. Both the National Response Framework (NRF) and the National Incident Management System (NIMS) offer Federal agencies and States the necessary guidelines, protocols, and direction for these plans.

Several key Animal and Plant Health Inspection Service (APHIS) documents complement this standard operating procedure (SOP) and provide further detail when necessary. This SOP references the following Foreign Animal Disease Preparedness and Response Plan (FAD PReP) SOPs:

- Overview of Information Management
- Overview of Communications.

FAD PReP documents are available on the APHIS public website (http://www.aphis.usda.gov/animal_health/emergency_management/) or on the APHIS Intranet (http://inside.aphis.usda.gov/vs/em/fadprep.shtml, for APHIS employees).

23.1.2 National Response Framework

The NRF is the Nation's blueprint for responding to all-hazards events. It explains how responders, at all levels, effectively manage and conduct all-hazards response consistent with the Department of Homeland Security's national security objectives. The NRF also establishes national policy, guidelines, procedures, and operational direction for an integrated, coordinated, and unified approach to incident management. The NRF clearly describes Federal roles and how Federal agencies will assist responders during a national incident response. The NRF is available at http://www.fema.gov/emergency/nrf.

The NRF is one of the four National Planning Frameworks, which includes the National Prevention Framework, the National Mitigation Framework, the NRF, and the National Disaster Recovery Framework.

23.1.3 National Incident Management System

NIMS, the companion document to the NRF, takes a comprehensive, consistent national approach to incident management. It gives first responders at all levels the common structure, concepts, principles, and language to effectively prepare for, prevent, respond to, recover from, and mitigate the effects of any incident, regardless of cause, size, location, or complexity. NIMS allows responders to increase coordination and collaboration through better use of resources.

NIMS has five major components:

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

NIMS documentation is available at http://www.fema.gov/emergency/nims.

23.1.4 Goals

The goals of the NRF and NIMS are to:

- Provide an all-hazards approach for effectively responding to and managing incidents—regardless of size, complexity, cause, and location—for all levels of government and the private sector.
- Develop incident management information management and support systems before an outbreak.
- Leverage all emergency management capabilities and relationships that are available, and effectively use the NIMS and Incident Command System (ICS) to successfully manage foreign animal disease outbreaks.

23.1.5 Guidelines

Responders must initiate the steps for containing or eradicating an animal disease outbreak before it spreads. States must do the following to ensure a successful response to any incident or outbreak:

- Adopt the ICS structure for incident management.
- Develop comprehensive emergency management preparedness and response plans. Test these plans with exercises, capture lessons learned, implement corrective actions, and update the plans as needed.
- Identify required resources and establish the mechanisms for acquiring them. Establish intrastate and interstate mutual aid agreements.
- Develop or improve the communications and information management systems necessary for rapid coordination and dissemination of information during an animal disease outbreak.

23.2 Purpose

This SOP describes how the NRF and NIMS help responders prepare for, respond to, and recover from a major animal health emergency. It describes the major components of NIMS and how responders comply with NIMS principles and guidelines.

23.3 Responsibilities

The number of personnel and the organization structure may vary depending on the size and complexity of the incident. The roles and responsibilities of personnel may change throughout the incident. Large scale incidents may involve more than one premises and may cover large areas. As the response progresses personnel requirements may change. All roles and responsibilities will be designated to available and qualified personnel as needed.

23.3.1 Federal Government

In planning for and managing a U.S. animal health emergency, the Federal Government does the following:

- Leads, directs, and guides all-hazards emergency planning, prevention, preparedness, response, and recovery.

- Provides additional resources, such as personnel, funding, equipment, and supplies, when State and local resources are overwhelmed.

- Offers standardized NIMS training to personnel with roles in emergency management and incident response at all levels of government.

23.3.2 Federal, State, Tribal, and Local Agencies

In planning for and managing a U.S. animal health emergency, Federal, State, Tribal, and local agencies do the following:

- Adopt NIMS and establish a NIMS baseline by determining which NIMS requirements have already been met.

- Establish a time frame and develop a strategy for full NIMS implementation.

- Use the ICS.

- Manage all incidents and planned events in accordance with NIMS structures, guidelines, and procedures.

- Use multiagency coordination (MAC) systems to manage and support incident management.

- Develop and implement procedures for the timely and accurate dissemination of information to the media and public during an incident.

- Develop NIMS-compliant, comprehensive emergency management plans that provide guidance and direction for responding to all-hazards events.

- Update procedures and plans to incorporate NIMS components, guidelines, and principles.

- Ensure that personnel involved in emergency management receive NIMS training.

- Establish mutual aid agreements between jurisdictions to coordinate the distribution of resources during incidents.

23.4 NIMS Components

23.4.1 Preparedness

Preparedness—an integrated and unified approach to emergency management—includes the following:

- Planning

- Protocols and procedures

- Training and exercises

- Personnel qualifications and certification

- Equipment certification.

23.4.1.1 Planning

Responders should incorporate NIMS into all aspects of emergency management, including response plans, SOPs, individual training, and exercise programs. Responders should develop an all-hazards, NIMS-compliant response plan, which

- is realistic and scalable, applying to all types of incidents, from daily occurrences to those requiring activation of State resources across different jurisdictions and to those requiring a coordinated Federal response;

- describes procedures and protocols;

- clearly defines roles and responsibilities, ensuring that all individuals involved can execute their assigned tasks;

- describes training for personnel and exercises for testing the State plan;

- incorporates after-action reviews, lessons learned, and corrective actions following an incident or exercise;

- is updated periodically to reflect changes in the emergency management and incident response environment, as well as institutional or organizational changes; and

- describes resources to be used to support requirements during the incident.

23.4.1.2 Protocols and Procedures

Response plans should include comprehensive procedures and protocols, including action-oriented checklists, for incident response operations that cover the following:

- Roles and responsibilities of key emergency management personnel

- Notification of staff members

- Levels of incident response

- Activation of the emergency operations center

- Support during the incident

- Resource listings, maps, and charts

- Resource management, such as funding, personnel, and equipment

- Establishing and maintaining continuity of operations

- Interoperability and connectivity of communications and information management systems between State agencies

- Dissemination of public information

- Establishing and maintaining mutual aid agreements

- Animal disease–specific information, such as vaccination, cleaning and disinfection, health and safety, personal protective equipment, and depopulation, decontamination, and disposal

- Recovery operations.

23.4.1.3 Training and Exercises

23.4.1.3.1 Training

Qualified and trained emergency management and response personnel are essential for improving preparedness and response capabilities during an animal disease outbreak. Responders should incorporate NIMS training into their emergency management plans for personnel with roles in emergency management and incident response at all levels. Such training helps to ensure that emergency management personnel can function and respond effectively during an incident. Responders should tailor training to the responsibilities of the personnel involved in incident management.

NIMS offers a standardized national training program, which consists of the following components:

- The Five-Year NIMS Training Plan defines NIMS core competencies, training courses, and personnel qualifications as part of the National Training Program for NIMS. The plan establishes and updates the training guidance for NIMS courses and provides for the continued development of the National Training Program for the next 5 years.

- The NRF Integrated Emergency Management Course gives emergency personnel realistic training for responding to a real crisis situation in a structured learning environment. The course focuses on developing emergency policies, plans, and procedures to ensure an effective response, and understanding the roles and responsibilities among Federal, State, Tribal, and local emergency management organizations. This course is conducting using each State's Emergency Operation Center: the tailored emergency exercises are designed to test participant knowledge, awareness, flexibility, leadership, decision making, and interpersonal skills under extreme pressure in the emergency operations center environment.

- The Federal Emergency Management Agency (FEMA) offers a core curriculum of NIMS courses (introductory, advanced, and practicum) for State emergency management

personnel. The courses are offered online or through the Emergency Management Institute.

23.4.1.3.2 Exercises

Responders should use realistic exercises to give NIMS-trained emergency management and response personnel experience and test the effectiveness of emergency response plans. Exercises help refine and improve plans, procedures, and incident coordination. They also enhance operational readiness and response capability through training, practice, and assessment. As response personnel become more experienced through participation in progressively more complex exercises, future capability is enhanced by applying lessons learned.

Exercises ultimately ensure that responders are better prepared for actual animal disease outbreaks or other catastrophic events that may harm animal health. The Homeland Security Exercise and Evaluation Program (HSEEP, found at https://www.llis.dhs.gov/hseep) offers responders a consistent method for designing, conducting, and evaluating exercises. An exercise program that incorporates HSEEP guidelines and principles validates State capabilities to prevent, protect animals from, respond to, and recover from the effects of all damaging animal disease incidents.

HSEEP is a capabilities- and performance-based exercise program that provides a standardized policy, method, and terminology for exercise design, development, execution, evaluation, and improvement planning as described in HSEEP Volumes I–III. HSEEP policy and guidance ensure that exercises at all levels take a unified, consistent approach and conform to established best practices.

HSEEP features an online system that emergency management planners can use to manage all facets of an exercise, including scheduling, design, development, conduct, evaluation, and improvement planning (https://www.llis.dhs.gov/HSEEP/page/hseep-page-exercise-resources).

23.4.1.3.3 Multiyear Training and Exercise Plan

The multiyear training and exercise plan (TEP) uses the HSEEP building-block approach (Figure 23-1) to develop the exercise program objectives and set priorities. This approach ensures gradual progression in exercise design, complexity, and execution and allows the agency and stakeholder participants to train and prepare before the exercise, enhancing the likelihood of success. Using this method, responders can tailor the exercise scope, scale, and complexity to a specific animal disease outbreak in single or multiple jurisdictions in the United States.

Figure 23-1. HSEEP Building-Block Approach
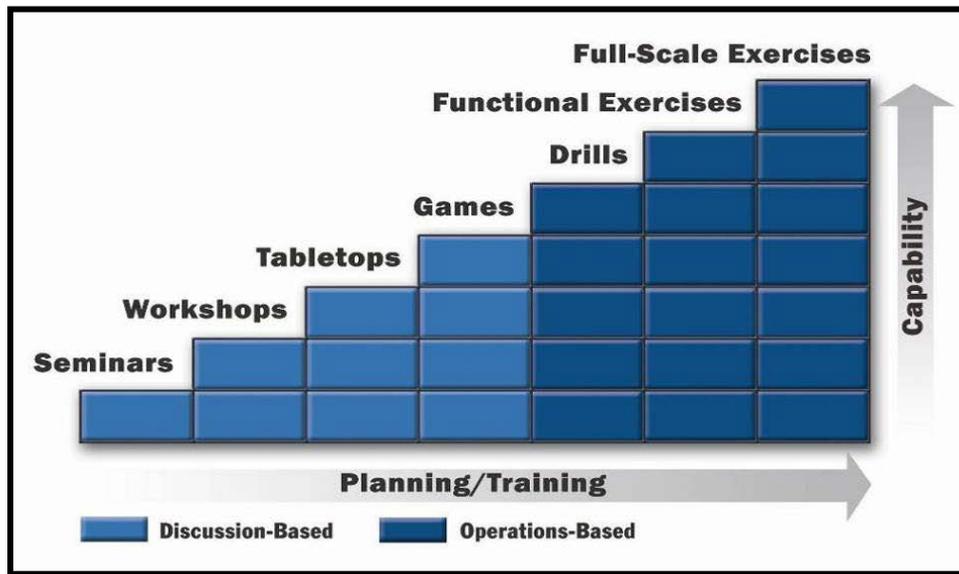
Source: HSEEP, Volume I: HSEEP Overview and Exercise Program Management, p. 5.

When developing the TEP, the organization considers its preparedness priorities, target capabilities, previous after-action report or improvement plan findings, stakeholder participation, budgetary estimates, and staffing requirements and then plans the exercise and training activities accordingly. A key component of the TEP is the training and exercise schedule. Organization leaders develop and reassess the TEP annually during the training and exercise planning workshop.

23.4.1.4 Personal Qualifications and Certification

NIMS has established a national credentialing system that documents baseline professional qualifications, certifications, training, and education requirements for emergency responders. Using the NIMS Guideline for Credentialing of Personnel (http://www.fema.gov/resource-management), Federal, State, tribal, and local agencies can improve existing credentialing systems for responders.

23.4.1.5 Equipment Certification

Responders should ensure the standardization of equipment and its ability to operate efficiently between agencies. When deciding on the purchase of equipment, responders need to ask the following questions:

- Is the equipment needed?
- What purpose and functions will it serve?
- Does it meet the needs of the agency for emergency response?
- Is it affordable?
- Is funding available?

- What else needs to be considered (such as preventive and repair maintenance costs)?

23.4.2 Communications and Information Management

During animal disease outbreaks, responders must rely on communications and information systems to coordinate the response among all command and coordination sites. These systems must be reliable, interoperable, and redundant enough to ensure the efficient and accurate dissemination of information internally and externally. Responders must have an integrated communications and information management network that disseminates information rapidly, efficiently, and accurately and gives emergency management personnel a common operating picture of the animal disease outbreak.

Responders should have a detailed communications plan that describes protocols, terminology, standards to follow during and after an animal disease outbreak. It should also explain who is responsible for disseminating information to the media and public.

23.4.3 Resource Management

Responding to an animal disease outbreak requires appropriate and sufficient resources (such as personnel, funding, equipment, and supplies). NIMS provides standardized mechanisms and describes the process to help responders identify requirements and purchase and acquire, mobilize, distribute, track and report, recover and demobilize, reimburse, and inventory resources. The NIMS resource management process has two parts: preparedness and incident. The preparedness process entails three areas: resource typing, credentialing, and inventorying— in other words, continuous planning for resources before the incident. It allows responders to plan the management and deployment of resources. The incident process deals with the types of resources needed during and after the incident.

Responders use resource management systems, if available, to manage, identify, prioritize, and process resource requests. Responders use local resources first and, if the need arises, request resources from other States or the Federal government.

23.4.4 Command and Management

The NIMS command and management component gives responders a flexible, standardized ICS structure that allows for efficient and effective response, coordination, and support during an animal disease outbreak. It consists of three main components: ICS, MAC systems, and public information.

23.4.4.1 Incident Command System

Responders must manage all incidents, exercises, and other planned events using the NIMS ICS structure, doctrine, guidelines, and procedures. The ICS is flexible, scalable, and usable at any level to respond to any incident, from small to large. The ICS allows responders to manage and coordinate incidents across multiple jurisdictions. For example, responders can coordinate the uses of resources, such as facilities, equipment, and personnel, and direct them where they can be best used. It establishes common terminology and processes across all levels. It also identifies the command and general staff positions and broad responsibilities. Figure 23-2 shows what an

ICS structure for an animal disease outbreak might look like. NIMS Appendix B: Incident Command System provides additional information about the ICS.

Figure 23-2. Example of ICS Structure
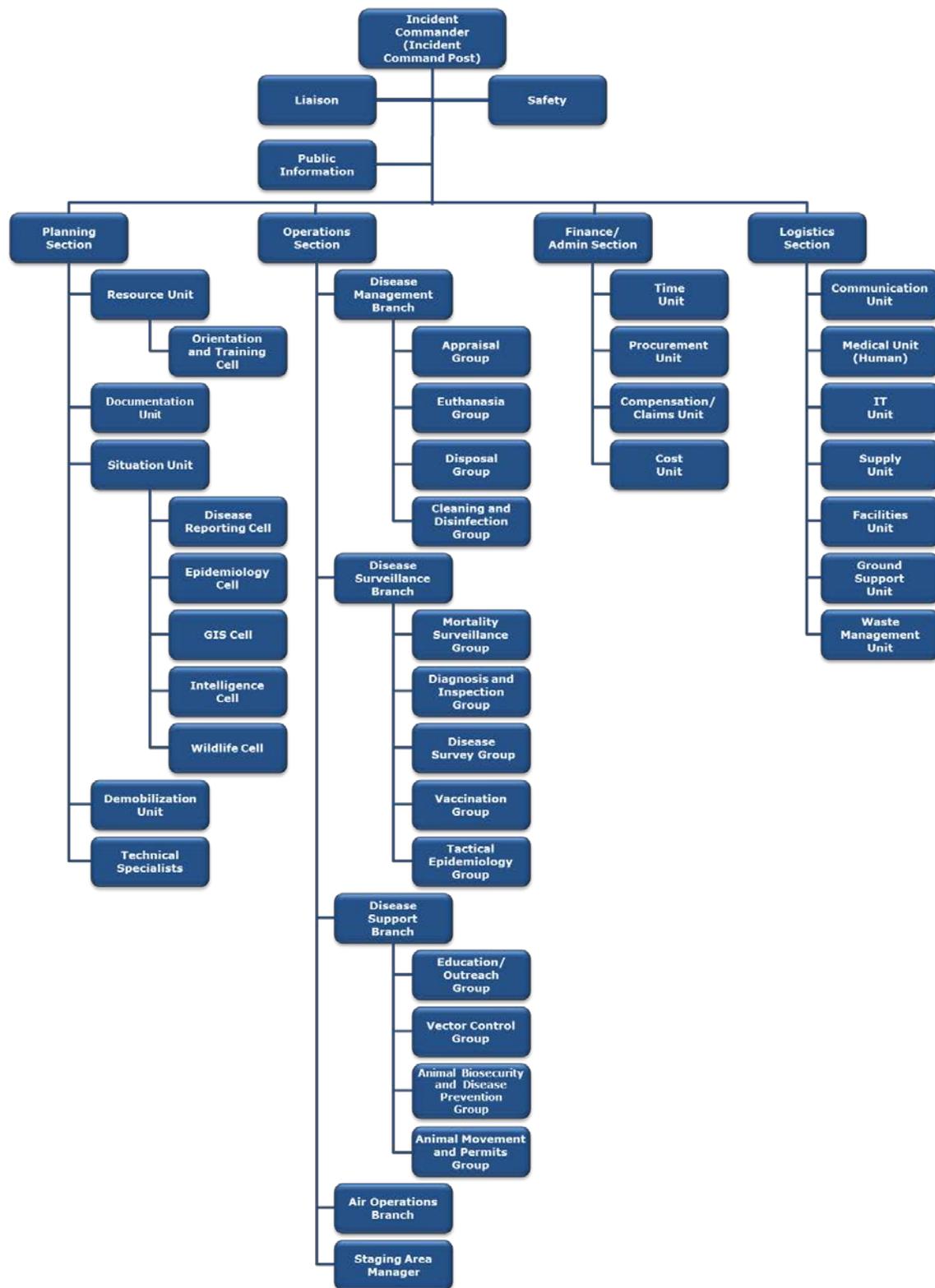
Note: GIS = Geographical Information Systems; IT = Information Technology.

23.4.4.2 Multiagency Coordination Systems

MAC systems allow all levels of government and all disciplines to work together more efficiently and effectively. MAC spans the different disciplines, jurisdictional lines, and levels of government involved in incident management. It occurs regularly when personnel from different agencies interact in activities such as preparedness, prevention, response, recovery, and mitigation. MAC systems help to coordinate activities above the Incident Command and determine incident priorities such as the acquisition and allocation of resources.

23.4.4.3 Public Information

Reliable and robust communication systems and procedures are needed to disseminate detailed information about the incident to responders, stakeholders, the public, and media in a timely and accurate manner. Public information must be seamless across all levels of government, non-governmental organizations, and the private sector. Communications plans should contain at least the following:

- Key roles and responsibilities
- Employee communications
  - Protocols for communicating with employees
  - Communication methods and equipment
- Joint information center
  - Protocols
  - Roles and responsibilities
  - Staffing
- Media relations and inquiries
  - Importance of understanding and fostering media relations
  - Role of media during an outbreak
  - Protocols for working with the media
  - Managing the various types of media—for example, Internet, television, daily newspapers, and radio
  - Vetting dissemination of information
  - Managing media inquiries
  - Designation of those authorized to talk and release information to the media
  - Interview guidelines—concerns to be aware of when speaking to press
  - News releases and briefings
- Engaging stakeholders
  - Key stakeholders
  - Vetting dissemination of information

- - Tailoring information to stakeholder concerns
- Public education
  - Public awareness program
  - Protocols for releasing messages and information to the public
- Freedom of Information Act (FOIA) requests
  - Protocols for handling FOIA
  - Coordinating with the legal office
- Post-incident management
  - Managing communications after the incident
  - Reviewing communications protocols before, during, and after an incident, including successes and failures
  - Revising the communications plan.

Attachment 23.A Abbreviations

APHIS	Animal and Plant Health Inspection Service
FAD PReP	Foreign Animal Disease Preparedness and Response Plan
FEMA	Federal Emergency Management Agency
FOIA	Freedom of Information Act
GIS	geographic information system
HSEEP	Homeland Security Exercise and Evaluation Program
ICS	Incident Command System
IT	information technology
MAC	multiagency coordination
NIMS	National Incident Management System
NRF	National Response Framework
SOP	standard operating procedure
TDD	telecommunications device for the deaf
TEP	training and exercise plan
USDA	U.S. Department of Agriculture