

Incident Annex – Foreign Animal Disease

Preface

The content of this Foreign Animal Disease Annex constitutes the policies adopted by Sumner County to prepare for and respond to an event that threatens the health of livestock within and outside its jurisdictional boundaries.

Sumner County, at its option, may change, delete, suspend, or discontinue parts of the policies in this annex, in its entirety, with appropriate follow up notice to the Kansas Animal Health Department (KAHD) and the Kansas Division of Emergency Management (KDEM). The concepts outlined in the National Incident Management System (NIMS) have been integrated into this Annex.

This Foreign Animal Disease Plan serves as an Incident Specific annex to the Sumner County Emergency Operations Plan (SuCoEOP). This plan can be used in combination with the CEOP or implemented as a stand-alone plan. This plan is guidance for “who” is responsible, “what” is required, and provides the specifics of “how” this will be accomplished.

Introduction

Kansas’ livestock industry is a major contributor to the economy of Sumner County, the state of Kansas, the nation and the even the world. A foreign animal disease (FAD) outbreak would impact the agricultural community as a whole in a manner that could result in economic losses of unprecedented proportions. The estimated magnitude of the impact of a disaster of this nature dictates that this type of disaster be handled in a different manner than natural and terrorist incidents. This annex addresses specific organizational structures, authorities, roles and responsibilities related to the emergency actions required to respond of a threat to the health of our livestock industry.

A foreign animal disease (FAD) is defined as a widely transmissible livestock disease believed to be absent from the United States and its territories that has a potential significant health or economic impact. County, state and federal officials are working vigilantly with livestock producers and veterinary professionals to identify, control, and eradicate these animal diseases and diminish their impact.

This document has been developed by Sumner County, in coordination with the Kansas Animal Health Department (KAHD), Kansas Division of Emergency Management (KDEM) and the US Department of Agriculture, Animal Health and Plant Inspection Service (USDA-APHIS). The intent is to establish the framework for response, control and eradication operations required to respond to a foreign animal disease emergency, whether it occurs naturally or as a result of a biological attack.

Purpose

This Plan provides guidance to coordinate the initial, as well as ongoing, activities of local governments, private organizations, and communities in general for response to and recovery from an FAD outbreak. Development of partnerships with industry, identification of resources and communication networks are crucial to the successful implementation of this plan. While the majority of FADs are confined to livestock, some are zoonotic, which will need additional

coordination to identify and control the diseases in humans. Major issues of concern in preparing for and response to a FAD outbreak includes the prevention of introduction, rapid identification, disease surveillance, initiation of steps to reduce the further spread of the disease, and disposal of infected, exposed, and dead animals during an outbreak.

Scope

This plan contains critical references to the state level policies on FAD response. It defines the requirements for local involvement; the responsibilities of each position deployed in accordance to the Incident Command System (ICS); and guidelines for specific procedure development by various agencies.

The local disaster declaration process for a FAD emergency is significantly different than for other disasters. This plan provides the official policy of Sumner County in regard to the timing and issuance of a local disaster declaration.

For private sector entities, livestock producers in particular, this plan explains the position of Sumner County for collaboration in prevention, control and eradication of diseases that threaten the economic base of Sumner County.

Changes in Policy

Sumner County at its option, may change, delete, suspend or discontinue parts of the annex in its' entirety, with appropriate notification to the Kansas Animal Health Department and the Kansas Division of Emergency Management.

Authorities:

Kansas Animal Health Department (KAHD) is the lead state agency when dealing with animal health emergencies. The lead agency in Sumner County will be the Sumner County Emergency Management Office. The Sumner County Emergency Management Director will in turn set up a *Unified Command* structure, based upon the National Incident Management System (NIMS) and will work in conjunction with all responding state and federal agencies to deal with the emergency.

Response to a FAD, unlike all other biological or natural disasters, is controlled by federal and state authorities. The Kansas Foreign Animal Disease Plan developed by the Kansas Animal Health Department (KAHD), in coordination with other state and federal agencies, provides the structure and policies for state management of a FAD event. However, the magnitude of the required response will require integration of available resources – private, volunteer, local, state and federal – immediately after determination of a highly likely case.

Situation

A foreign animal disease may or may not be highly infectious and/or contagious; it may affect both farm/ranch animals and wildlife; and it may be extremely difficult to identify, isolate, control, and eradicate. The disease may also spread to animals in other counties and states.

It is important to note that the first foreign animal disease diagnosed in the continental United States (known as the index case) and its related FAD investigations will be treated as a potential terrorist incident until confirmed otherwise, in accordance with the policies of the US Department of Homeland Security.

This fact implies that law enforcement investigative authorities from the federal and state levels will be closely involved in the response from the beginning.

Successful disease eradication depends on the rapid detection, diagnosis, and mobilization to effectively implement required control measures. Information sharing is critical to prevent loss of public confidence, and catastrophic economic losses.

Areas at Risk

Livestock in Sumner County are located throughout the county in small pockets (herds) of cattle, sheep, goats, etc. Most livestock are owned and maintained by farm/ranch operations domiciled in Sumner County, and most of the local farmers have been informed as to procedures in the event of a FAD outbreak.

The greatest area of concern in Sumner County is the relationship of the county to the State of Oklahoma. Interstate 35 enters the State of Kansas into Sumner County as well as U.S. Highway 81, U.S. Highway 177. The greatest numbers of cattle entering Sumner County are transported by truck on Interstate 35. Should a stop movement order be issued by the State of Kansas, the holding of animals will occur along the Interstate 35 right-of-way on the Kansas Turnpike Authority property.

Wildlife issues represent a growing area of concern. Growth in wildlife populations due to government and private conservation initiatives along with increased interest in domestic rearing of traditionally wild animals, has led to more interactions between wildlife and domestic livestock.

Planning Assumptions and Considerations

A Foot and Mouth Disease (FMD) outbreak is considered to be the worst-case planning scenarios in Kansas, but there are a variety of highly contagious foreign animal diseases that Kansas livestock are subject to. Foot and Mouth Disease (FAD) is a highly infectious, persistent and difficult to control disease of cattle, domestic sheep and swine. It also affects other cloven-hoofed mammals including wild sheep, goats, deer and pigs. Foot and Mouth Disease is the main focus of this Plan, but guidance for preparation, response, and recovery for other animal diseases is included. FAD can be difficult to identify, isolate, and eradicate. FAD can also spread to other counties or states.

Should an outbreak of FMD occur anywhere in the United States, routine livestock movements could rapidly spread the disease to all sections of the country making early detection, combined with immediate eradication of affected animals, crucial for controlling the disease. Left unchecked, the economic impact of FMD could reach billions of dollars in the first year.

If FMD arrives in the United States, it will most likely be found first in domestic animals. Because FMD is highly contagious among cloven-hoofed animals, populations of cervids (deer, moose, elk), bison, antelope, peccary and feral pigs, would likely be targets for eradication in the vicinity of FMD outbreaks.

Domestic animals, wildlife, people, or materials that bring the virus into physical contact with susceptible animals can spread FMD. This can occur when susceptible animals drink from a common source of contaminated water, when animals carrying the virus are introduced into susceptible herds, when susceptible animals are exposed to materials such as hay or other feedstuffs contaminated with the virus, when people wearing contaminated clothes or footwear

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or using contaminated equipment (including vehicles) pass the virus to susceptible animals, and when raw or improperly cooked garbage containing infected meat or animal products are fed to susceptible animals.

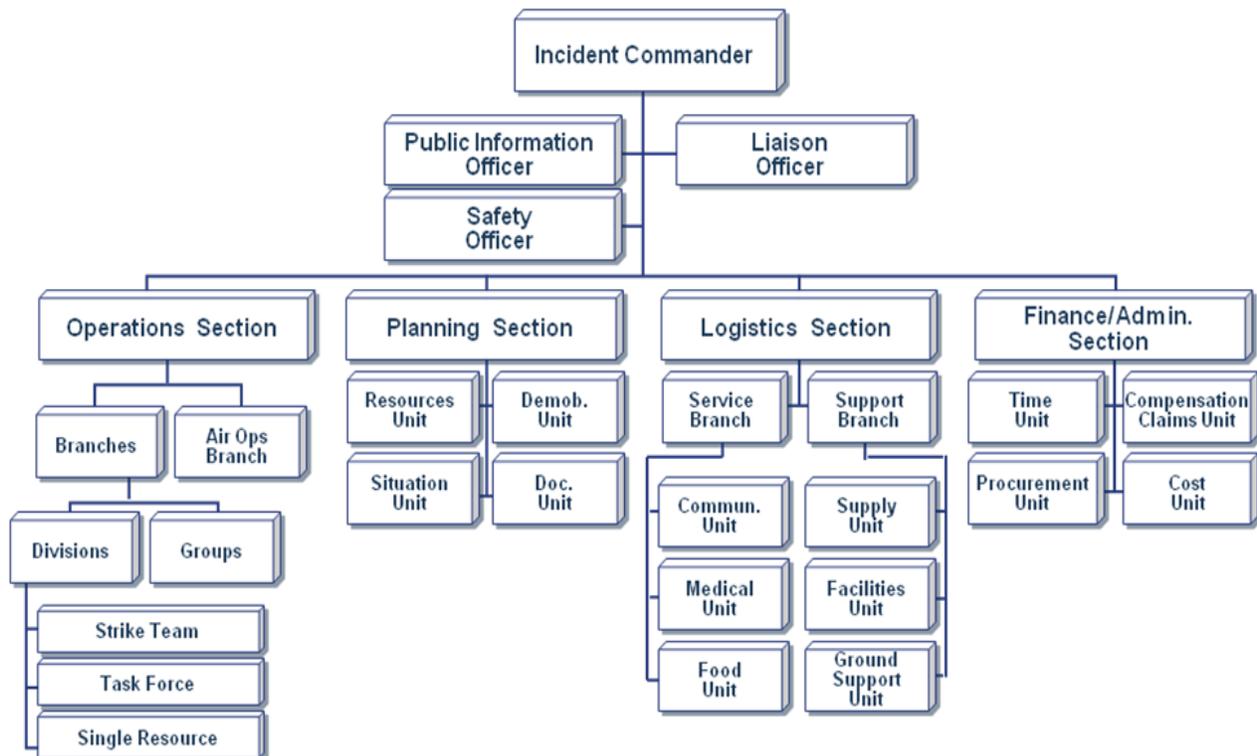
Local response agencies within Sumner County will be the first to respond to a FAD incident, but may have limited capabilities. After the initial 24-48 hours of the incident the State of Kansas will provide additional assistance. When local and state resources are exhausted then the federal government will provide assistance. The federal government may also reimburse any qualifying and approved costs related to a FAD incident.

Funding for response activities will be provided by the US Department of Agriculture (USDA). Indemnity payments to livestock owners and reimbursement for costs associated of response operations approved by KAHD and USDA can begin without a Presidential Disaster Declaration. All response and recovery actions associated with a FAD event must be sanctioned by the USDA, if federal reimbursement of costs is expected. Although USDA has broad emergency authorities of its own, not all costs associated with quarantine and stop movement of livestock is reimbursable. For this reason, KAHD will be proactive in requesting a State and Presidential Disaster Declaration as soon as the diagnosis process reaches a specific level of assurance.

Livestock owners typically do not have the capabilities to respond to a FAD outbreak including the resources and equipment necessary to depopulate and decontaminate the entire affected premises.

Roles and Responsibilities

Incident Command System Assignment of Responsibilities



Incident Commander

The Sumner County Incident Commander (IC) is responsible for overseeing all aspects of the County's response elements. The IC may also assist in joint command responsibilities as the incident progresses.

- **Command Staff**

- **Public Information Officer.**

The Public Information Officer (PIO) serves as the primary county contact for information.

- **County Safety Officer.**

The County Safety Officer monitors any dangerous situations that may exist for workers or animals and corrects them as quickly as possible to minimize injuries.

- **County Liaison Officer.**

The Liaison Officer serves as a coordinator for the IC and relays directions, information and requests as necessary between the IC and other entities.

- **Operations Section**

The Operations Section Chief normally possesses the greatest technical and tactical expertise in dealing with the FAD and is capable of developing and managing operations to accomplish incident objectives set by the IC.

- **Quarantine Branch.**

The Quarantine Branch Director reports to the Operations Section Chief as a liaison between the Enforcement Group and the Stop Movement Group Supervisors. The Quarantine Branch Director will also act as a support resource for the Enforcement Group and Stop Movement Group Supervisors.

- **Enforcement Group**

In cooperation with the FADD at the infected site and County and State ICs, establishes and enforces a Quarantine Area around the incident, which will encompass an approximate 6-mile radius around each infected site.

- **Stop Movement Group**

Check points are to be established and law enforcement officers are to stop all livestock-related traffic (livestock, livestock feed and livestock-related equipment including feed trucks, milk trucks, empty trailers, and so on). Stop Movement group members are to be stationed with Law Enforcement officers at check points in order to assist with decisions on where to send livestock and to escort suspect livestock to diverted holding sites.

- **Surveillance Group**

Veterinarians from the Kansas Volunteer Veterinary Corps (KVVC), as directed by the State, will provide personnel to staff the Surveillance Group. Surveillance will be carried out on all premises with animals suspected of exposure, at the direction of KAHD/USDA.

– **Control Branch.**

The Control Branch Director will report to the Operations Section Chief as a liaison and support resource for the Diverted Livestock, Receiving Livestock, Cleaning and Disinfection and Euthanasia and Disposal Group Supervisors.

○ **Receiving Livestock Group**

Oversees unloading of livestock into suitable pens at diverted livestock sites and completes Receiving Documents for every load of livestock off-loaded.

○ **Cleaning and Disinfection Group**

Responsible for all cleaning and disinfection at all checkpoints and receiving or diverted sites.

○ **Euthanasia and Disposal Group**

Responsible for acquiring all equipment and materials necessary for: (1) conducting euthanasia of animals within the quarantine area, and (2) burial of euthanized animals at burial sites approved by KDHE.

● **Planning Section**

The Planning Section Chief's primary responsibility will be long-range planning for anticipated needs including local personnel, equipment, etc. required for response.

○ **Personnel Group**

This group must evaluate availability of personnel to fill specific roles and determine the adequacy of training and competence in given specialties. The LEPC may serve as a valuable forum to allow effective personnel planning for response to a FAD incident.

○ **Equipment Group**

The equipment group must foresee types of equipment necessary to effectively respond to needs as the incident unfolds.

● **Logistics Section**

The Logistics Section Chief and team will be responsible for allocating resources and personnel to meet all incidents or incident needs.

– **Service Branch**

The Service Branch Director will report to the Logistics Section Chief as a liaison and support resource between the Communication Unit, Medical Unit and Food Unit Leaders.

○ **Communication Unit**

The Communication Unit Leader and team members will be responsible for providing communication and technology resources to enable efficient response in coordination with the Supply Unit Leader.

○ **Medical Unit**

The Medical Unit Leader will work under the supervision of the Service Branch Director or the Logistics Section Chief. The County Health Department will be responsible for providing medical care on site.

○ **Food Unit**

The Food Unit Leader and their team will be responsible for providing food for local, state, and federal on site personnel.

– **Support Branch**

○ **Supply Unit**

The Supply Unit Leader will work under the supervision of the Support Branch Director or Logistics Chief and will be responsible for:

- a) Providing machinery and equipment including loaders, dozers, tractors, trucks, and any other equipment necessary for accomplishing the burial objective;
- b) Locating equipment for cleaning and disinfecting in-transit livestock transports and any other potential virus carriers;
- c) Supply personnel resources for the entire response operation (upon request from Incident Commander, Section Chiefs, or other authorized responders);
- d) Accurate lists of personnel shall be provided to Finance/Administration Chief for purposes of employee documentation, reimbursement, relations, etc.

○ **Facilities Unit**

The Facilities Unit Leader and their team will be responsible for:

- a) Locating shelter with amenities such as blankets, toothbrushes, soap, towels, toiletries, and so on for State and Federal personnel;
- b) Contacting workers assigned to accomplish designated tasks;
- c) Requesting pre-authorization from Logistics Chief for expenses incurred;
- d) Documenting and submitting all expenses (receipts) to Finance/Administration Chief;
- e) Obtaining approval for all actions from the Logistics Chief.

○ **Ground Support Unit**

The Ground Support Unit Leader will be responsible for:

- a) Providing and maintaining transportation resources for personnel and transport to and from close-by airports;
- b) Contacting workers assigned to accomplish designated tasks;
- c) Requesting pre-authorization from Logistics Chief for expenses incurred;
- d) Documenting and submitting all expenses (receipts) to Finance/Administration Chief; and
- e) Obtaining approval for all actions from the Logistics Section Chief.

● **Finance/Administration Section**

Finance/Administration Section Chief (Sumner County Treasurer) will be responsible for providing secretarial, financial, and employee services and will manage the office operations of the County EOC at the direction of the IC. In addition, the Finance/Administration Section Chief will assist the IC and the other Section Chiefs. This position requires knowledge of the County and Kansas FAD Annexes and SOPs and the personnel involved.

○ **Procurement Unit**

The Procurement Unit Leader will be responsible for monitoring County's resource allocation negotiations and reporting to USDA what has taken place. Stay in close contact with United States Department of Agriculture in Topeka. (785-235-2365).

Sumner County Incident Command Position Specifics:

During a highly contagious outbreak local response agencies will initially be the first line of defense, and state agencies will respond when advised or on their own if the situation warrants. If the situation warrants, applicable federal agencies will be called in by the Kansas Animal Health Department.

Sumner County has a comprehensive County Emergency Operations Plan, which provides a framework for the jurisdiction's response to emergencies and disasters. In addition to the roles and responsibilities outlined in the Sumner County Emergency Operations Plan, the responsibilities outlined below are specific to a Foreign Animal Disease (FAD) outbreak:

Sumner County Board of County Commissioners (BOCC)

In accordance with the Sumner County Emergency Operations Plan, the Sumner County Board of County Commissioners are responsible for:

- Developing an adequate emergency organization to provide long-term command and control, and support to any emergency situation
- Executing a county emergency declaration, if appropriate

Sumner County Emergency Management

Upon notification from the Kansas Division of Emergency Management that a potential exists for Foreign Animal Disease (FAD), the Sumner County Emergency Management Director (EMD) will notify the Board of County Commissioners and County Clerk and immediately secure a declaration of local emergency. In addition, the EMD will:

- Assume the role of local Incident Commander.
- Activate the Emergency Operations Center.
- Provide liaisons between local, state and federal agencies.
- Prepare situation reports for the Board of County Commissioners.
- Coordinate assistance/support in response to requests from local officials.
- Coordinate sources of local assistance in securing equipment and other resources.

Sumner County Sheriff Department

It is essential that an immediate quarantine be placed around the suspected or affected area to stop the ingress and egress of movement of livestock. Upon order of the Kansas Livestock Commissioner the Sumner County Sheriff's Department will undertake efforts to secure a six-mile radius of the affected or suspected area. This quarantine will be utilized to prohibit movement of all vehicles that may haul livestock as well as the personal vehicles of employees of any affected or suspected facility that owns, treats, feeds or produces livestock.

In addition, the Sumner County Sheriff will:

- Assist with the notification of owners of all livestock within the depopulation zone (1.5 miles of infected premises).
- Provide general security in the depopulation zone (1.5 miles of the infected premises and the quarantine zone - 6 miles of the infected premises), 24/7 until notified otherwise.
- Provide security escort of euthanized animals if transport to burial site away from initial location is needed.
- Support eradication activities as needed.

Sumner County Fire Departments

Sumner County fire departments can provide the following assistance:

- Assist with cleaning and disinfecting necessary traffic.
- Assist with the containment of livestock

Sumner County Emergency Medical Services

Sumner County EMS services can provide medical care for workers who may be injured during the containment, eradication and disposal phases. In addition, EMS may assist the Health Department in implementation of a vaccination program, if necessary.

Sumner County Engineer/Public Works

Available equipment for the County Engineer/Public Works organizations in Sumner County is referenced in ESF-3 Public Works and Engineering of the Sumner County Emergency Operations Plan. Public Works can provide the following assistance:

- Heavy equipment to dig burial pits.
- Roadblock ability to most roads around the quarantine zone and establish check points at others.
- Securing all necessary permits and licenses, if needed.

Sumner County Planning and Zoning Department

Planning and Zoning will provide the following assistance:

- Information on the geologic and hydrologic information needed for a burial site.
- Arranging for the restrictive covenants necessary for the burial site

Sumner County Health Department

The Sumner County Health Department will provide the following:

- Determine the public health risk if the FAD is determined to be of zoonotic origin.
- Implement the local health plan and coordinate a vaccination program, if necessary.
- Coordinate efforts with healthcare facilities and personnel.
- Support public information efforts.

Sumner County Public Information Officer

The Sumner County Clerk will serve as the official Sumner County Public Information Officer. The county PIO will coordinate all media information through the Sumner County EOC and the Kansas Livestock Commissioner's Public Information office.

Sumner County Extension Agent

The County Extension Agent or designee will report to the EOC to assist with the following:

- Liaison with local producers.
- Support state and local public information teams.
- Support re-direction of "in-transit" animals.
- Support impact assessment process.

- *Local Veterinarians are responsible for:*
 - Providing probable first notice of the possibility of a FAD to the Kansas Livestock Commissioner through protocols outlined in Appendix 8 of this annex.
 - Supporting the public information effort.
 - Supporting the stop movement/diverted animals order.

Sumner County Livestock Auctions

Local livestock auctions will assist through the following efforts:

- Stop sales and movement of livestock.
- Provide documentation of recent movement.
- Assess impact and potential impact to the area.
- Coordinate in-transit animal housing and care as directed.

Kansas Animal Health Department (KAHD)

The KAHD in cooperation with the Kansas Livestock Association (KLA) will provide coordination of cattlemen to identify brands. It is the preference of the KAHD that in the event infected animals need to be destroyed that this be done right on the property they are located so as not to transport infected or exposed animals anywhere else.

Kansas Bureau of Investigation (KBI)

The KBI will become directly involved if it is determined that an outbreak of FMD is confirmed.

Kansas National Guard (KNG)

The Kansas National Guard will provide the following support:

- Roadblock plan with KHP and Sheriff's Officers.
- Security for premises and communications.
- Air transport and support.
- Depopulation.
- Quarantine.
- Heavy Equipment and transportation.
- Cleaning and disinfection.

Kansas Emergency Management, Adjutant General's Department

The Kansas Emergency Management office activates and operates the State Emergency Operations Center in Topeka and:

- Provides liaisons to affected jurisdictions.
- Prepares situation reports for the Governor.
- Coordinates assistance/support in response to requests from county emergency managers.
- Coordinates state response activities with local governments, coordinates with FEMA and the Federal Response Plan and assists in the coordination of disaster-related public information.
- Coordinates sources of outside assistance in securing equipment and other resources.

Kansas Department of Agriculture (KDA)

The Kansas Department of Agriculture will provide the following assistance:

- Provides resources to assist in the diagnosis of animal disease.
- Conducts disease surveillance at State licensed abattoirs.
- Responsible for product control. Control measures will be implemented based on the risk analysis of the ongoing animal disease emergency.

Kansas Department of Health and Environment (KDHE)

The Kansas Department of Health and Environment will provide the following assistance:

- Provides technical advice on carcass disposal locations. Consideration will be given to the sites impact on ground water and air pollution.
- Provides technical advice to disposal teams regarding regulations on environmental impact.
- Provides assistance with vector control on infected facilities.
- Provides technical advice on location of cleaning and disinfecting stations.
- Identifies and approves regulated disposal and treatment activities.

Kansas Highway Patrol (KHP)

The Kansas Highway Patrol will provide the following assistance:

- Assists with the provision of communications resources.
- Secures the area, supporting local law enforcement, and implements traffic control as required.
- Controls access and movement, including visual inspections of animal transports.
- Supports eradication activities.
- Provides flight capabilities for delivery of suspected specimen tissue to the national lab.

Kansas Department of Transportation (KDOT)

The Kansas Department of Transportation will provide the following assistance:

- Guidance, barriers, equipment and signage for re-routing of traffic in and around the affected areas.
- Equipment and staff to conduct decontamination operations, if required.
- Traffic control issues and/or needs.
- Transporting of soil, carcasses or debris.
- Provides information on potential sources of outside assistance, i.e. contractors, equipment sources, etc.

Kansas Wildlife and Parks (KWP)

Kansas Wildlife and Parks will provide the following assistance:

- Conducting security patrols of forestry areas.
- Establishing prohibitions on game, bird and fish products in controlled areas.
- Conducting surveillance of susceptible wild animal species, as required.
- Reducing infected or potentially exposed or infected wildlife populations, as required.

Kansas Social and Rehabilitation Services (SRS)

Kansas Social and Rehabilitation Services will secure counseling services for producers, all control and eradication staff.

Volunteer Agencies

Agreements between Sumner County, the Salvation Army and the American Red Cross Kansas-Midway Chapter will augment state volunteer agencies to provide the following services:

- Provide temporary accommodations and emergency feeding for field operations teams.
- Provide counseling service for producers, all control and eradication staff.

Kansas Turnpike Authority (KTA)

The Kansas Turnpike Authority will provide the following support:

- Guidance for re-routing of traffic in and around the affected areas.
- Addresses traffic control issues and/or needs.
- Establishes and enforces security measures along the Kansas Turnpike.
- Provide turnpike right-of-way for animal containment

NOTE: *If an outbreak of Foot and Mouth Disease (FMD) is confirmed, an automatic federal declaration of emergency will be made. At this point, all federal functions involved in the response to and recovery from a FAD will be utilized.*

Federal Emergency Management Agency (FEMA)

FEMA is responsible for the activation of the Federal Response Plan, which provides a mechanism for organizing, coordinating and mobilizing federal resources in support of State and local response and recovery efforts. Under the Federal Response Plan, FEMA may employ Emergency Support Function (ESF) #11, for coordinating food response and recovery activities. The lead agency for ESF-11 is the U.S. Department of Agriculture, with other agencies as support agencies based on their resources.

United States Department of Agriculture (USDA), Animal and Plant Health Inspection Services (APHIS)

APHIS has broad authorities under a Secretary's Emergency Declaration and a Secretary's Extraordinary Emergency Declaration. If a response becomes too large for APHIS to handle, APHIS would request other Federal agencies to provide support under the framework of the Federal Response Plan. FEMA could act as a broker or agent for APHIS, coordinating Federal activities. APHIS would in turn reimburse FEMA/other Federal agencies.

APHIS, in coordination with KAHD, is responsible for:

- Coordination with KAHD, directs all eradication activities including quarantine, evaluation, slaughter, disposal, cleaning and disinfecting, epidemiology, trace-back, vector control and transportation permit systems.
- Collection, collation, analysis and dissemination of technical and logistical information.
- Defining training requirements for casual employees or support agencies involved in eradication operations.
- Issuing disease declaration and definition of infected area and control zones.
- Preparing information for dissemination to the public, media, producers, processors and transportation industry.
- Allocating funding for compensation to the owner of destroyed animals.
- Restricting payment of compensation in cases of violation.
- Consulting with State and local authorities regarding eradication operations.
- Posting restrictions on interstate commerce.

Federal Bureau of Investigation (FBI)

The FBI will become directly involved in the investigation of a FAD event if it is determined that FMD is indicated.

National Weather Service (NWS)

The National Weather Service will provide meteorological assistance during the response and recovery phases of a FAD event.

Concept of Operations

General

In addition to catastrophic events that may affect the animal population of Sumner County, the potential threat of Foreign Animal Disease (FAD) is not only possible, but likely given the numbers of cattle, horses, swine and other livestock found here.

A FAD, which could be introduced into the United States (and specifically Sumner County), would have the potential to cause a disastrous blow to our livestock producers and generate a trickle-down effect upon the agriculture-related businesses in our county, State and Nation.

If Foot and Mouth Disease (FMD) are confirmed, it will become a law enforcement issue involving local law enforcement officials, the Kansas Bureau of Investigation and the Federal Bureau of Investigation. Eradication of a highly contagious disease such as FMD requires early and accurate diagnosis and rapid intervention. FMD is highly contagious between animals and causes the most concern for the agricultural community.

Once a diagnosis has been made on premises, it is important that all animals be humanely euthanized and properly disposed of in as short a period of time as possible. Euthanasia and burial is necessary in order to eliminate the source of infection and stop the spread of the disease. This will require a huge concentration of manpower and resources both inside and outside of the county.

A disaster of this nature is the exception to the implicit disaster management rule that local government has ultimate control of response operations with support from state and federal counterparts. Unlike natural disasters such as floods and tornadoes, state and federal response is required from the onset.

A FAD Secretarial Disaster Declaration by the United States Department of Agriculture (USDA) will be triggered exclusively after official USDA laboratory testing indicates conclusively the presence of a FAD in the United States. Such declaration provides federal funding for response and recovery actions in animal health incidents.

Coordination, Direction and Control

Local governments in Kansas have a history of working together to protect communities through mutual aid agreements, organizing response resources faster than most government assets because of their proximity to the incidents. However, FAD incidents will test the flexibility of most emergency plans and responders. Critical differences in an incident of this type include discovery, federal involvement, movement restrictions, duration, disaster assessment, tracking, zoonotic diseases and terminology changes.

Discovery

A developing FAD will most likely be noticed by local producers or veterinarians who maintain daily contact with livestock. The local veterinarian will be responsible for contacting the state USDA area veterinarian in charge or KAHD. A state and/or federal Foreign Animal Disease Diagnostician (FADD) will follow up with investigation in an expedited manner to determine the diagnosis. If an incident is verified as a FAD, local authorities will be immediately notified.

Federal Involvement

Federal law authorizes USDA to take lead responsibility of a FAD disaster should USDA officials believe that state and local response activities are inadequate. Federal involvement will be coordinated through KAHD. The National Response Plan (NRP) assigns responsibility to the Attorney General acting through the Federal Bureau of Investigation (FBI) for coordination of activities relative to detection, prevention, preemption, disruption and investigation of terrorist activities.

Movement Restrictions

Sumner County's ability to restrict movement in risk areas is limited. Every attempt will be made to ensure that surveillance zones and quarantine areas do not unnecessarily restrict transportation or other commercial activities.

Duration

Incidents of this type may last months in the response phase and exhaust local and state resources very quickly.

Extended operations will require long-term commitment of local resources, conservatively estimated at six months for a confirmed FAD case.

Disaster Assessment

It is unlikely that structural damage assessment will be necessary.

Tracking

The potential spread of the disease, cost estimates and other complex tasks will require use of advanced tracking methods. Geographic information systems (GIS) and resources at the local level will be in high demand.

Zoonotic Diseases

Some FADs may pose a potential threat to human health. Public information provisions in ESF-15 Public and External Communications of the Sumner County EOP will be critical to response, recovery, protection of human health and to the future of agriculture as a whole.

Terminology Changes

Relative to a FAD incident, the traditional concept of "emergency responder" must be expanded to include veterinary service providers, animal laboratories and analysis facilities, public health and others.

Local Role

It is anticipated that county government will be involved in all response activities relating to a FAD outbreak within the first 24 to 72 hours. Sumner County involvement will include:

Sumner County Board of County Commissioners (BOCC):

The BOCC is responsible for developing an adequate emergency organization inclusive of all local response agencies and capable of providing long-term support to emergency situations. Unlike other disasters, a FAD incident will be declared a federal disaster from the moment it is confirmed by a USDA laboratory. This act ensures federal funding for government response operations as well as fair compensation to producers on a shared basis between federal and state governments. Absent a declared federal disaster, should the Kansas Livestock Commissioner decide preventative eradication measures require euthanasia of possibly affected animals, state and county governments are bound to incur costs of any necessary response measures.

Emergency Management:

Sumner County Emergency Management is responsible for coordinating local resources in support of a FAD outbreak response under the direction of the KAHD. Sumner County Emergency Management will activate the EOC if required and maintain contact with KDEM to coordinate requests for local support. The Emergency Management Director, or designee, will keep the BOCC informed of incidents and provide advice in support of response measures.

Law Enforcement:

The Sumner County Sheriff will receive initial notification of a possible FAD investigation by the FADD. Following this notification, the Sheriff must immediately implement adequate quarantine, movement control, and other support measures in the exposed zone as directed by the FADD. If not notified previously by the FADD, the Sumner County Sheriff will notify the Sumner County Emergency Management Department. Security measures will be required throughout the duration of the emergency.

Fire Departments:

Local fire resources will be needed to aid in decontamination operations. Cleaning and disinfecting all vehicles, equipment and people entering and exiting the exposed zone will require extended decontamination support. Should the FAD affect multiple locations, local responders decontamination training and availability of decontamination equipment will be tested. If burning infected carcasses and materials is employed as a disposal method, the fire departments will be notified prior to beginning such operations.

Public Works:

The Sumner County Road & Bridge Department and local public works departments will be needed for supporting movement control operations by positioning appropriate signage and barriers as directed by the FADD. Disease eradication measures will require use of heavy equipment and possible use of landfills. Environmental issues will be addressed such as the potential for water contamination and location of critical service infrastructures.

Health Department:

The Sumner County Health Department will play a critical role in response to zoonotic disease incidents. Strong collaboration between public health officials, including KAHD, is required to effectively implement a public health emergency response. Such actions may require distribution of prophylaxis to individuals at risk. Decisions regarding distribution of medications to responders and the general public will be the responsibility of the Kansas Department of Health and Environment (KDHE) in accordance with the Kansas Bioterrorism Plan. Local distribution of medication will be coordinated by the Sumner County Health Department. The Sumner County Health Department will also support mental health needs, particularly for effected livestock producers and euthanasia team members.

Planning and Zoning:

Sumner County Planning & Zoning Department will provide assistance with information on the geologic and hydrologic information needed for a burial site as well as arranging for the restrictive covenants necessary for the burial site.

Legal Council:

Disaster situations often bring about legal issues to be resolved. Potential areas of conflict may be anticipated when local government officials undertake a comprehensive planning process. However, not all possible contentious issues will be addressed. Involvement of the Sumner County Counselor in the planning process and availability during FAD emergencies will be critical to ensure successful response and recovery efforts.

Public Information:

Public information will be critical in a FAD disaster. It is important that the general public receives a unified message detailing the coordinated measures underway to protect human health, control and eradicate the disease and safeguard the local and state economy. The Sumner County Clerk will serve as the official Public Information Officer.

Geographic Information System:

Mapping and tracking limited access areas as well as decontamination and disposal zones will be required. Mapping locations of exposed zones and quarantine areas, as well as the surveillance zone, will be a collaborative effort between local and state officials. The Sumner County GIS Department will assist in these efforts.

County Appraiser:

Effective eradication will occur only through rapid implementation of bio-security and disposal measures. Disposal of contaminated carcasses and other materials may require expedient burial operations. Land used for burial must meet certain environmental requirements and be as close as possible to the exposed zone to minimize transportation of contaminated materials. If necessary, land purchases will occur to secure adequate disposal sites based on eradication and environmental requirements. The Sumner County Appraiser will assist in determining the fair market value of property for purchase, if required.

Information Technology:

The Sumner County Information Technology Department (IT) will have a vital role in supporting the Sumner County EOC and will help maintain computers, internet and phone systems as well as other means of information gathering and distributing.

State Role

KAHD

The Kansas Animal Health Department (KAHD) is led by the Kansas Livestock Commissioner who is responsible for coordinating all state activities related to monitoring, permitting, quarantining, confiscation disposal and disinfection. KAHD emergency authorities have far-reaching implications in disaster response and recovery operations. KAHD depends on a limited number of Foreign Animal Disease Diagnosticians (FADD) to manage on-site (exposed zone) response activities. Key issues include:

- Kansas law requires producers and veterinary professionals to report symptoms or clinical signs of suspicious animal diseases to the Kansas Livestock Commissioner.

Sumner County Emergency Operations Plan

- The Kansas Livestock Commissioner has authority to order any quarantine or sanitary measures necessary to control potential outbreaks of disease in animals.
- The Livestock Commissioner is responsible for notifying KDEM of any potential FAD outbreak in Kansas and anywhere in the nation. The Adjutant General's Department is responsible for notifying the Governor who may issue a proclamation including details of the quarantine area and sanitary measures under advice of the Kansas Livestock Commissioner.
- The Kansas Livestock Commissioner has the authority to direct the County Sheriff to implement the prescribed quarantine measures. Violation of the quarantine carries a Class A Misdemeanor penalty on first conviction. Any subsequent conviction will be considered a Class D Felony.
- The Kansas Livestock Commissioner is authorized under Kansas law to order the confiscation and disposal of any infected or exposed animals. If the Kansas Livestock Commissioner directs animals to be euthanized, the Livestock Commissioner, the Chairman of the Board of County Commissioners and the Owner of the condemned animals are required to appraise the animal(s) to be killed or disposed of and make an inventory and set the value per Kansas Statutes Annotated 47-615.

KDEM

The Kansas Division of Emergency Management (KDEM) will provide support in a FAD outbreak by:

- Serving as a liaison to affected jurisdictions
- Coordinating assistance and support via requests from county emergency management
- Coordinating state response activities with local governments
- Coordinating with the Federal Emergency Management Agency (FEMA) and the Department of Homeland Security (DHS)
- Providing outside assistance in securing equipment and other resources
- Providing geographical information technology

KDHE

The Kansas Department of Health and Environment (KDHE) is responsible for ensuring the health of residents and responders, safeguarding the environment as well as directing oversight of animal disposal activities. These responsibilities fall under the direction of the following divisions of KDHE:

- Division of Environment
 - Provides technical advice and gives final approval on carcass disposal locations
 - Provides technical advice to disposal teams regarding environmental impact
 - Provides assistance with vector control on infected premises
 - Provides technical advice on location of cleaning and disinfecting stations
 - Identifies and approves regulated disposal of and treatment activities
- Division of Health
 - Provides technical assistance for microbial threats that might affect human health
 - Serves as the lead agency in human health response for zoonotic diseases
 - Provides assistance with human health issues involving the destruction of carcasses
 - Provides applicable media support for ongoing FAD operations
 - Assists in providing training for first responders

KHP

Kansas Highway Patrol has an Emergency Services Branch responsible for emergency preparedness functions and serves as the lead administrative agency for the state's activities under the United States Department of Justice National Counter Terrorism Program. In the event of a FAD incident, KHP will assist in transportation, stop movement and quarantining activities as needed.

Wildlife and Parks

The Kansas Department of Wildlife and Parks will assist in response efforts encompassing depopulation of non-domesticated animals that are susceptible or possible carriers of the FAD (e.g. deer, elk, feral swine, etc.).

Voluntary Agencies

Voluntary agencies can provide additional resources and services such as mental health counseling (Salvation Army, American Red Cross), canteen service, accommodations, animal rescue, traffic control, assistance with decontamination, etc.

Incident Management Actions

This section describes incident management actions ranging from diagnosis to initial threat notification to early coordination efforts to assess and moderate the threat, to preparatory activation of the Annex structure, to deployment of local and state resources in support of incident response and recovery actions.

Diagnosis

Most local practitioners have limited or no real experience in clinical diagnosis of FAD. Symptoms are often unfamiliar to local practitioners and show an unusually high morbidity or mortality rate. Discovery of a suspect case requires immediate notification of KAHD for sample collection and expedited transportation to the USDFA Diagnostic Laboratory at Plum Island, New York. A suspect case showing clinical signs consistent with a FAD requires strict reporting and monitoring measures. KAHD will deploy a FADD to the premises following the initial report from the veterinary practitioner. A FAD investigation, including required laboratory testing, will be conducted in an accelerated manner based on observations of the FADD.

As part of the investigation, the FADD will determine the likelihood of a highly contagious disease. Their determination will classify the case as "unlikely", "possible", or "highly likely". At a minimum, the FADD will quarantine the suspect premises until laboratory results confirm or deny a FAD, during which time a state quarantine of the premise may be implemented, particularly if:

- The presence of a FAD is suspected or has been confirmed in the United States and/or
- A credible terrorist threat to livestock in Kansas or anywhere else in the nation has been received

When a case is classified as "highly likely", the FADD will notify and consult with the USDA Animal and Plant Health Inspection Service (APHIS) Area Veterinarian in Charge (AVIC) and the Kansas Livestock Commissioner. Samples submitted to an approved laboratory are treated as "Priority 1" to ensure that a presumptive diagnosis is completed within 24-hours.

Notifications

Initial notification of a suspected FAD in Kansas is expected to come from a local veterinary practitioner. After notification, a FADD from KAHD or APHIS will conduct an on-site investigation.

Other actions include:

- KDEM will be notified upon initiation of all FAD investigations
- When a positive test is confirmed at Plum Island, the Livestock Commissioner will immediately notify the KDEM which in turn will notify the Governor and emergency response agencies
- KDEM will coordinate response activities with the Sumner County Emergency Management Director in support of KAHD
- KDEM will coordinate with and be the liaison to federal agencies for additional support as needed
- KDEM will activate the Kansas Emergency Operations Center (EOC) to the level required by the incident in support of KAHD
- The Adjutant General, as Director of KDEM, will advise the Governor of support requirements
- The Governor may exercise authority in declaring a State Disaster
- Upon such declaration, the Adjutant General may direct any and all agencies of State government to provide assistance under policies and structures of the Kansas Emergency Plan

In the event of notification of validated FAD, all required response and notification measures are to be taken.

A State quarantine will be placed on the premises (no labeled "infected premises"). The Kansas Livestock Commissioner or designated representative will notify KDEM and the Governor may issue a proclamation with details of the quarantine area and sanitary measures as defined by the Kansas Livestock Commissioner.

Quarantine

The Kansas Livestock Commissioner has authority to order any quarantine and/or sanitary measures necessary to control potential outbreaks of disease in animals and has the authority to direct the Sumner County Sheriff to implement the prescribed quarantine measures. In addition, the Kansas Livestock Commissioner is authorized under Kansas law to order confiscation and disposal of any infected or exposed animals.

Preparations may be made to quarantine areas where suspect or confirmed cases may have originated and may require special operational procedures. Assistance from KHP may be available to assist in diverting traffic and blockading specific areas.

Tracing

Tracing will play an important role in identifying disease spread. Tracing may include:

- Livestock
- Animal products (meat, offal, meal, wool, skins, hides, semen, and embryos)
- Vehicles (milk tankers, livestock transport vehicles, feed trucks and visitors' cars)
- Materials (hay, straw, crops and grains)
- People (veterinarians, task force members, sales and feed representatives, technicians, producers, and visitors)
- Any other potential vector

Euthanasia

Animals will be treated humanely once identified as presumptive or confirmed positive until they are euthanized. Euthanasia must be performed as rapidly and humanely as possible by chemical or mechanical means.

The Kansas Department of Wildlife and Parks will assist in response efforts encompassing depopulation of non-domesticated animals that are susceptible or possible carriers of the FAD (e.g. deer, elk, feral swine, etc.).

Disposal

Eradication will require proper sanitation and disposal procedures for carcasses. KDHE Bureau of Waste Management (BWM) has published technical guidance titled "Disposal Options for Large Quantities of Dead Animals". This guidance covers acceptable practices for the disposal of large quantities of dead animals.

Biosecurity

Upon presumptive positive premises identification, the FADD will observe proper bio-security protocols in order to prevent the spread of the highly infectious disease agent to susceptible species and will direct that all responders and visitors to the premises follow the appropriate procedures.

Surveillance

Surveillance within an exposed zone will be performed initially via visual inspection of livestock or poultry. Surveillance of suspect premises and those premises in an exposed zone with susceptible animals will also include laboratory testing of susceptible animals.

Vaccination

Vaccination for a FAD can be used in a number of different circumstances. In most cases, use of vaccine will have potential international trade implications, thus access and permission to use vaccines will be controlled by USDA APHIS.

Cleaning and Disinfection

All premises on which animals are euthanized will require cleaning and disinfection in order to contain the spread of a highly contagious disease agent. This is an integral step in the eradication process and care must be taken to reduce generation and dispersal of infected dust and aerosols. If items cannot be adequately cleaned and disinfected, they will be disposed of in a manner sufficient to kill the FAD agent.

Premises, objects, or non-susceptible animals in the infected zone will be identified as disinfected and free of the highly contagious disease agent within 48-hours of being so identified or within 72 hours of being classified as an infected or contact premise. Specific guidelines for cleaning and disinfection relative to FMD can be found in the SOG attached to this Annex.

Special Considerations

Equipment Availability

Local resources should be used until state and federal resources are made available. A list of assets can be found in Web EOC.

- State resources are made available via Governor's disaster declaration.
- USDA resources are made available via emergency declaration by the Secretary of Agriculture.
- Additional Federal resources are made available with a Presidential disaster declaration.
- Any unmet needs will be outsourced through contractors.

Milk and Milk Products

Milk and milk products produced at farms in the quarantine area will be destroyed for a variable length of time based on risk analysis.

Meat

Upon diagnosis of a FAD, the public will be apprised of the safety of meat consumption and/or animal food products depending upon the disease. Meat produced from FMD-exposed animals is not a food safety issue. Clinically normal animals in the quarantine area would be allowed to move to slaughter based on risk analysis.

Zoological Parks

Biosecurity plans must be in place in applicable counties to protect susceptible species. Zoological parks are advised to take steps to reduce the risk of infection. These include halting animal movements between zoos and park areas, preventing physical contact between visitors and animals, introducing stricter feeding policies, carrying out more frequent regular inspections, and disinfecting visitors and vehicles. In the incident of a FAD, the Kansas Livestock Commissioner has authority to quarantine and euthanize any susceptible exposed zoo animal.

Recovery Operations

Response to an outbreak of a disease impacting the agricultural community may be short-lived or may extend for an unknown period of time. Emergency response activities may include control measures that have been rapidly implemented and may result in a slow demobilization of response agencies and activities.

A variety of forces may influence direction of the recovery process. The State of Kansas will support local governments, businesses, and citizens in recovering from the impact of a FAD. Where possible, hazard mitigation measures will be incorporated into recovery activities in order to lessen the impact of reoccurrence or eliminate it entirely.

The FAD outbreak is considered over when all eradicated premises have been completely cleaned and disinfected and there have been no new cases for at least twice the incubation period of the disease.

Restocking will not take place until the outbreak is over in a defined area.

Funding and Compensation (Indemnification)

The cost of all animal euthanasia and disposal of animal carcasses will be paid for by the State of Kansas (K.S.A. 47-626).

Appraisal Process

State

Lacking a USDA Secretarial Emergency or Extraordinary Emergency Declaration, or a Presidential declaration, if the Kansas Livestock Commissioner directs euthanasia of animals, the Livestock Commissioner, Chairman of the Board of County Commissioners and the Owner of condemned animals are required "to appraise the animal or animals to be killed or disposed of, and he shall make an inventory of the animal or animals condemned, and in fixing the value thereof the Commissioner and Chairman shall be governed by the value of such animal or animals at the time of the first appearance of the disease..."

Special Expert Appraiser

The services of such an appraiser, appointed by USDA, typically are used in situations calling for the appraisal of an unusual animal type or breed. Use of a special expert appraiser must be approved by the Incident Commander. Additional cases in which a special expert appraiser would be used include the following:

- The owner and appraiser have a significant disagreement as to the value of animal(s) or material(s) and have reached an impasse on the matter;
- Registered animals of high value are to be appraised and the appraiser does not feel sufficiently knowledgeable of their value;
- No established market value for the animal(s) is available; and
- Special expert appraisal services are required by specific program regulations or instructions.

Assessment of Eradication Activities

Sentinel animals may be placed and closely monitored in surveillance zones, which have been cleaned and disinfected according to USDA APHIS standards to test for evidence of any remaining disease virus. These animals should have contact with all parts of the premises and objects that might have been contaminated with a pathogen. In some cases, they may be maintained on the previously infected premises for a length of time determined by the state epidemiologist and then collected for evidence of a disease.

Removal of a quarantine restriction and restocking of clean premises should only be permitted after a thorough inspection has deemed the area safe to inhabit. After all depopulation and subsequent cleaning and disinfection of the premises and related equipment, etc., the premises will remain empty for 30 days. Following this 30 day period, a sentinel animal (a healthy animal that would be susceptible to the disease) will be placed on the premises for an additional 30 days.

If the sentinel animal does not contract the disease after being exposed to all previously infected areas for that time, the owner may be allowed to repopulate the premises.

Public Awareness

Media campaigns will be conducted to re-emphasize the importance of producers inspecting susceptible animals regularly and reporting suspicious lesions and unusual deaths promptly (see Public Information Officer in the SOG). The importance of movement controls and what this means to individuals must be strongly emphasized. In addition, coordinated media releases should address issues regarding the safety of food and attempt to reassure the general public that the food is safe to consumer.

Continuity of Government

Kansas Animal Health Department (KAHD) is the lead state agency when dealing with animal health emergencies. The lead agency in Sumner County will be the Sumner County Emergency Management Department who will in turn set up a Unified Command structure, based upon the National Incident Management System (NIMS) and will work in conjunction with all responding state and federal agencies to deal with the emergency.

Succession of Authority

The lines of succession and authority for Sumner County for a FAD incident are as follows:

1. Board of County Commissioners
2. Sumner County Emergency Management Director
3. Sumner County Sheriff

Delegation of Emergency Authority

The Board of County Commissioners has empowered the Sumner County Department of Emergency Management as the office to direct and control all emergency management activities within Sumner County.

Emergency Actions

Emergency actions taken to protect the citizens of Sumner County in the event of a FAD may include:

- Evacuation
- Stop movement
- Decontamination
- Vaccinations
- Medication

Preservation of Records

It is the responsibility of tasked agency officials to ensure that important documents are safeguarded in accordance with agency SOP's and county records management policies.

Administration and Support

Support

Requests for state or federal assistance will be made through the Kansas Division of Emergency Management. Exceptions to this are detailed in federal, hazard-specific contingency plans and procedures.

Agreements and Understandings

All agreements and understandings entered into for the purchase, lease, or otherwise use of equipment and services will be in accordance with the provision of state law and procedures. The declaration of a local emergency, issued by the Board of County Commissioners, may suspend selected rules and regulations that impede emergency response and recovery operations.

Reports and Records

In addition to individual intra-agency recording and reporting requirements, all agencies will provide reports in accordance with this Plan, its appendix, and procedures to Sumner County Emergency Management. Based on situational requirements, operational reports will also be submitted to the Sumner County Emergency Management Director for review and consolidation.

Upon determination of need, the Governor or Kansas Division of Emergency Management may authorize and impose additional emergency recording and reporting requirements applicable to local governments and state agencies.

Expenditures and Recordkeeping

Deliberate financial tracking is required to help ensure state and federal reimbursement in the event of a Presidential disaster declaration.

Each agency is responsible for establishing administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for federal reimbursement in accordance with the established federal program guidelines, or standard cost accounting procedures, if acceptable by the reimbursing federal agency.

During disaster operations, all agencies will:

- Maintain records of all expenditures to provide clear and reasonable justification for budget requests or reimbursement
- Develop procedures to ensure financial records clear and unambiguously identify disaster-related expenditures
- Use available resources and personnel as reasonable to cope with the emergency situation
- Maintain sight of the mission identified in this SuCoEOP when taking actions and incurring costs

The purchase, storage, maintenance, replenishment and replacement of equipment and supplies used in a disaster are the responsibility of the applicable agency.

Departments with emergency responsibilities will be familiar with the rules and guidance for making emergency purchases and contracts. When activated, departments will work with ESF-7 Resource Support to accomplish emergency purchases and contracts.

Under the provisions of EMAC, Kansas is responsible for the reimbursement of expenses incurred by responding states during the delivery of mutual aid or for the out-of-state sheltering or repatriation of Kansas residents. Kansas is likewise responsible for the computation and submission of bills for reimbursement of expenses incurred while responding to a requesting state.

After Action Review

In consultation with appropriate agencies, the agency having primary lead responsibility will develop a written after action report following the conclusion of a significant emergency event/incident or exercise, which will be provided to the Sumner County Emergency Management Director.

The after action report will entail both written and verbal input from all appropriate participants, including field personnel.