Regional Catastrophic Planning Team

Regional Animal Services Plan

July 2013

Illinois-Indiana-Wisconsin Combined Statistical Area

Signatories

I understand that I am receiving a copy of this guidance document because of my responsibilities to the Illinois-Indiana-Wisconsin Combined Statistical Area (IL-IN-WI CSA), and I agree to cooperate with all jurisdictions and agencies in preparing for, responding to, and recovering from catastrophic incidents in the CSA.

Illinois, State of   _____

Chicago, City of, IL   _____

Cook County, IL   _____

DeKalb County, IL   _____

DuPage County, IL   _____

Grundy County, IL   _____

Kane County, IL   _____

Kankakee County, IL   _____

Kendall County, IL   _____

Lake County, IL   _____

McHenry County, IL   _____

Will County, IL   _____

Indiana, State of   _____

Jasper County, IN   _____

LaPorte County, IN   _____

Lake County, IN   _____

Newton County, IN   _____

Porter County, IN   _____

Wisconsin, State of   _____

Dane County, WI   _____

Kenosha County, WI   _____

Milwaukee County, WI   _____

Racine County, WI   _____

(Other agencies, as identified)

Record of Changes

The Illinois-Indiana-Wisconsin (IL-IN-WI) Combined Statistical Area (CSA) *Regional Animal Services Plan* is a living document that will progress over time as it undergoes testing via exercises and implementation during responses to actual catastrophic incidents. In concert with the planning efforts of the IL-IN-WI CSA member jurisdictions, the Regional Catastrophic Planning Team (RCPT) will revise and refine the guidance regularly. The RCPT will also initiate training and exercise programs to test and improve facility-specific plans when developed.

Each revision of the guidance document will be numbered and documented. Distribution to signatories of each new version will supersede all previous versions.

Record of Changes

Change Number	Date of Change	Section of Guidance Changed	Recorded By

Consultants

This guidance document is a product of the Illinois-Indiana-Wisconsin Combined Statistical Area Regional Catastrophic Planning Team, Mass Care and Sheltering Subcommittee, Animal Services Workgroup and Tetra Tech, Inc.

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Executive Summary

Within the Illinois-Indiana-Wisconsin (IL-IN-WI CSA) Combined Statistical Area (CSA), the evacuation, shelter, and care for animals impacted as a result of a catastrophic incident will involve multiple agencies, organizations and jurisdictions working in a coordination fashion across the 19 counties, the City of Chicago, and the three states that make the IL-IN-WI CSA. The Regional Animal Services Plan (RASP) builds from the principles established as part of the Regional Catastrophic Incident Coordination Plan (RCICP) to provide the framework for response and operational guidance to each jurisdiction within the IL-IN-WI CSA so that it may provide animal care and support during catastrophic incidents affecting the region or a portion thereof.

The RASP consists of three parts leading local planners from regional coordination to local implementation and emergency animal facility establishment. Specifically, the three parts of the RASP include the following information:

>   **Part I – Regional Command, Control, Coordination, Management, and Communications** describes the regional approach to animal response during a catastrophic incident that the CSA has adopted. Part I details the concepts and overarching policies from pre-established doctrine and documents while integrating new and additional information pertaining to pets, livestock, and other animal populations that may be affected.

>   **Part II – Local Implementation Guidance** provides guidance to each jurisdiction of the IL-IN-WI CSA for implementing an animal services program prior to and following a catastrophic disaster or other incident affecting the Region or portion thereof. It describes local approaches to implementing organizational structures for providing animal services.

>   **Part II – Operational Guidance** provides counties with the operational guidance to provide animal services including evacuation, shelter, and care to manage displaced pets, strays, or rescued pets following a catastrophic incident. The document serves as a standard operating guide (SOG) for local jurisdictions in establishing emergency animal facilities including Evacuation Assembly Points (EAP), Regional Hub Reception Centers (RHRC), and animal shelters.

The RASP will be useful to federal, state, local, and regional planning partners, including facility managers and non-governmental organizations, in understanding the regional and local approach to animal services and response.

This document does not supersede any existing doctrine, policy or procedure. It is intended to augment existing guidelines, as applicable. Part III of this document is not an animal shelter management plan.

Illinois-Indiana-Wisconsin
Combined Statistical Area

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1.0   Overview

The Illinois-Indiana-Wisconsin (IL-IN-WI) Combined Statistical Area (CSA) Regional Animal Services Plan (RASP) provides the framework for response and operational guidance to each jurisdiction within the CSA so that it may provide animal care and support during catastrophic incidents affecting the region or a portion thereof. This document has been created through the Regional Catastrophic Grant Planning Program and therefore is considered a regional plan.

Part I: Regional Command, Control, Coordination, Management, and Communications describes the regional approach to animal response during a catastrophic incident that the CSA has adopted. Part I details the concepts and overarching policies from pre-established doctrine and documents while integrating new and additional information pertaining to pets, livestock, and other animal populations that may be affected. In addition, it includes the regional coordination structure for animal support in response to a catastrophic incident. The plan provides background information and context for the regional approach by:

- Defining facilities that may provide support to impacted animals;

- Describing the overall regional scope and mission;

- Specifying roles and responsibilities of response partners and stakeholder agencies, including state and federal governments; and

- Presenting concepts and the overall process for evacuation, shelter, and care of pets and service animals impacted by a catastrophic incident.

This plan references tools that are included within the accompanying RASP Toolkit. The CSA should consider the tools as planning or operational aids to implement or change so as to best suit their needs. Tools can be identified by the icon shown below, along with a link to the tool if viewed electronically.

Sample Tool Icon – *see RASP toolkit for tool*

Parts II and III and the RASP Toolkit will serve as companion documents to provide specific operational guidance to county stakeholders within the CSA.

Evacuation, shelter, and care during a catastrophic incident will require coordination across jurisdictions and geographical boundaries. Establishment and consistent use of common terminology will minimize confusion throughout the CSA. Table 1 below defines the regionally accepted terminology and provides additional information associated with regional animal services.

Table 1. Definitions

CSA Accepted Terminology	Definition	Other Information
Household Pets	Federal Emergency Management Agency (FEMA) defines the term "household pet" as a domesticated animal such as a dog, cat, bird, rabbit, rodent, or turtle kept in the home for pleasure and not for commercial purposes.	For the purposes of this plan, may also simply be referred to as "pets".
Service Animals	The Department of Justice revised regulations for the Americans with Disabilities Act (ADA) defines service animals as dogs that are individually trained to do work or perform tasks for people with disabilities.	Service animals are not considered pets and must be allowed to accompany their owners through the evacuation process.
Livestock	Domesticated animals raised in an agricultural setting to produce commodities.	For planning purposes under this plan, livestock kept in a home as a pet will be considered livestock and may not be covered under regional or local transportation and sheltering concepts of operation.
Evacuation Assembly Point (EAP)	Type I – Temporary gathering point for evacuee transportation coordination and embarkation out of the impacted area. Basic services including emergency medical care and respite are _not_ available. Type II – Temporary location for evacuation embarkation and transportation coordination. Basic services, such as triage and emergency medical, and resources are available in a field setting.	Located within or on the fringe of the impacted area, away from immediate or imminent danger. Typically staffed by first responders on site, including local fire, emergency medical services (EMS), law enforcement (LE), and transportation authorities. Limited animal service personnel.
Regional Hub Reception Center (RHRC)	Regional facility operated at the local level where evacuees and household pets displaced by the incident receive assistance and shelter assignment services. A short-term mass care center to meet the immediate needs of displaced populations.	Located outside of the impacted area where additional mass care services can be offered. Typically staffed by local public agencies, and private-sector and non-governmental organizations (NGO) in coordination with the IL-IN-WI CSA Regional Mass Care and Sheltering Annex.

CSA Accepted Terminology	Definition	Other Information
Shelters of Opportunity	Shelters for household pets and rescued or stray animals that are existing animal facilities, but that may assist the CSA or local jurisdiction in providing animal shelter and care in small numbers or non-traditional shelter settings such as veterinary offices, animal day-care centers, kennels, grooming facilities, animal foster or rescue facilities, etc.	Located outside of the impacted area to assist the CSA in providing short- or long-term shelter space. Typically staffed by existing facility personnel or outside volunteers as requested.
Mega-Shelters	Large-scale emergency shelters set up based on the needs of the incident for household pets, including rescued or stray animals. Provide short or long-term sheltering and care. Set up by outside resources when organic shelter capabilities have been exceeded.	Located outside of the impacted area. May be co-located with or near human needs shelters so that owners may visit or care for their animals. Typically staffed by outside resources, Emergency Management Assistance Compact (EMAC) or other NGO groups as requested by the region or local jurisdiction.
Local Animal Services Emergency Coordinator (LASEC)	A person designated at the local/ regional level to serve on the core stakeholder planning team who is activated during a disaster to serve as the lead coordinator for animal services within a jurisdiction.	The LASEC would work at a local emergency operations center (EOC) to aggregate information for animal services, provide reports, coordinate with agencies, and filter data up to the regional/state level for further resource and operational support.

2.0   Situation

The CSA is composed of 19 jurisdictions across the three states of Indiana, Illinois, and Wisconsin; it includes 19 counties and the City of Chicago as shown on Figure 1. The current CSA encompasses approximately 10,160 Square miles with a population exceeding 11,300,000 individuals. According to American Veterinary Medical Association (AVMA) 2011 estimates, this equates to roughly six million companion animals, and according to the United States Department of Agriculture (USDA) Animal and Plant Health Inspection Service (APHIS), approximately 3 million farm animals. Table 2 below lists population statistics for the regional CSA. These statistics were provided by 2010 census data and the 2012 American Veterinary Medical Association estimations. Note: only household pets considered under the Pet Evacuation and Transportation Standards (PETS) Act are shown.

Figure 1. Illinois-Indiana-Wisconsin Combined Statistical Area
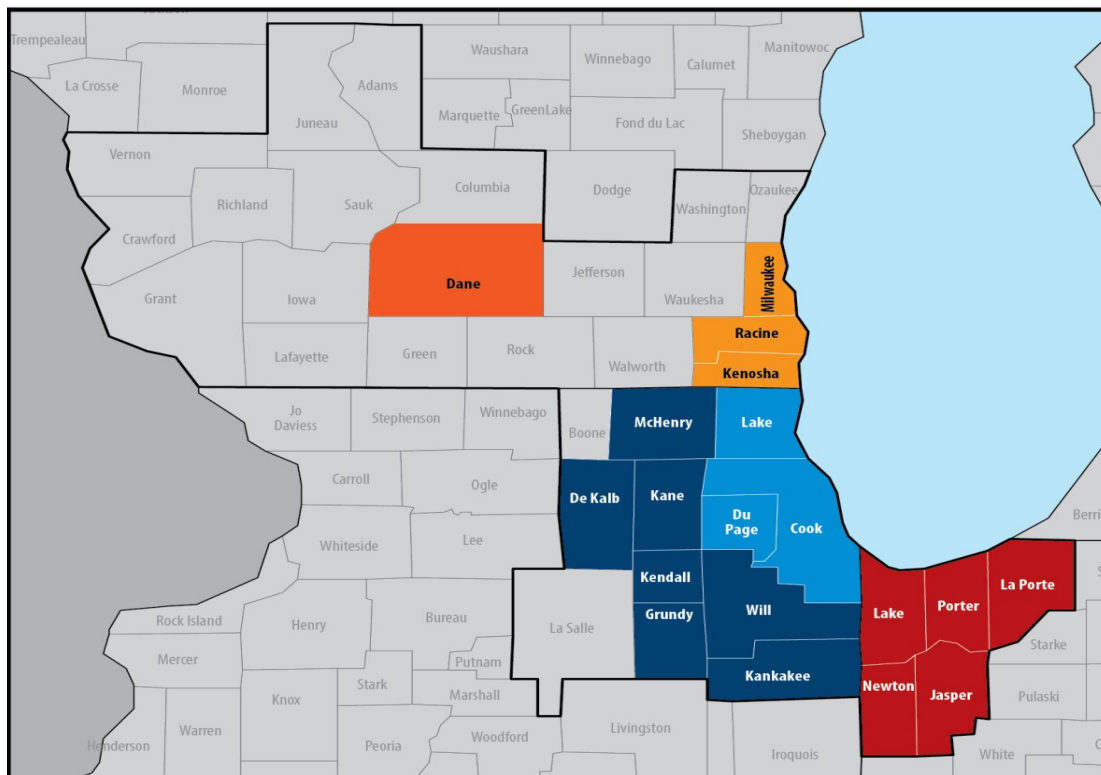
Table 2. IL-IN-WI CSA Population Statistics

Total CSA Population	11,300,000
# of Households	4,346,154
Total # CSA Dogs	2,538,154
Total # CSA Cats	2,774,585
Total # CSA Birds	309,881
Total # CSA Small Mammals (rabbits/rodents)	406,800
Total # CSA Turtles	75,102

To develop an all hazards plan under catastrophic conditions, the RCPT utilized the following baseline scenario: a catastrophic incident that would displace up to one million people and all animals associated with this population. Of the one million displaced, approximately 10% or 100,000 people within the CSA would seek assistance for evacuation and/or mass care and sheltering for themselves and their animals. Provisions for companion and service animals of those individuals seeking assistance, including abandoned, rescued, or stray animals, would depend on the systems established by local, state, and federal governments. In addition, these systems would rely on the assistance of and operate in conjunction with private-sector and non-governmental organizations (NGO).

Nation-wide projections indicate that roughly 60% of American households own at least one companion animal; therefore, an estimated 60% of households seeking assistance would require evacuation and mass care services for their animals. Further, 2011 AVMA data indicates that 36.5% of households own dogs while 30.1% of households own cats. Tables 3 and 4 list data regarding the anticipated displaced human and pets population within the CSA, respectively.

Table 3. IL-IN-WI CSA Catastrophic Planning Scenario

Total displaced population	1,000,000
Population seeking assistance	100,000
# of Households seeking assistance	38,462
# of Households seeking assistance with 1 or more pet	23,846

Table 4. Total Number of Household Pets Evacuation and Mass Care Assistance

Dogs	22,462
Cats	24,554
Birds	2,742
Small Mammals (Rabbits and rodents)	3,600
Turtles	665
Total # of Animals Needing Assistance	**54,022**

To assist regional planners, a mapbook of household pets and livestock is provided as part of the RASP toolkit.

IL-IN-WI CSA Density of Population of Household Pets Maps
IL-IN-WI CSA Population of Livestock Maps
IL-IN-WI CSA Projected Distribution of Livestock Maps

2.1   Purpose

The purpose of the CSA RASP is to set forth the regional strategy for command and control of animal services operations following a catastrophic incident that affects the entire CSA or multiple jurisdictions within it. The RASP also provides operational and tactical guidance that individual jurisdictions can use

to implement plans and procedures to respond and provide care and support to animals.   This all-hazards plan:

- Describes regional policies for companion animal evacuation and mass care services, and for coordination with agencies for farm animal support;

- Details the regional concept of operations, capabilities, roles, and responsibilities;

- Establishes a regional mutual aid construct for animal facilities; local, state, and federal governments; and other public-sector organizations and NGOs; and

- Describes coordination and integration of emergency management programs across the CSA.

2.2 Scope and Applicability

In concurrence with the CSA Regional Catastrophic Incident Coordination Plan (RCICP) and Mass Care and Sheltering Annex, this plan describes coordination and response to a catastrophic incident. However, the fundamental concepts apply to all hazards incidents, and are scalable to accommodate local emergencies up to federally declared disasters. For planning purposes, a catastrophic incident is any natural or human-caused incident that results in extraordinary levels of casualties, damage, and disruption of daily services and operations; and severely affects population, infrastructure, environment, economy, morale, and/or government services. The RCICP describes high-level regional coordination, while the RASP builds on that foundational information and describes specific regional animal services coordination. Additionally, the RASP enhances provisions for evacuation and response described in each regional annex to the RCICP.

The RASP does not supersede existing emergency operations planning documents, but supplements and builds on strategic and operational information described in emergency operations plans (EOP), emergency support function (ESF)-11 annexes, or other documents for each of the states and jurisdictions of the CSA.

The Animal Services function of the RASP may coordinate care of livestock and easily transportable non-compliant species[1] as resources permit in conjunction with state departments of agriculture and the USDA which has primary jurisdictional authority over this population of animals. This function may also provide support for responder animals, such as Search and Rescue dogs under ESF-9, when requested and as resources permit.

2.3 Mission

Immediately following a declared disaster, the CSA, through the Animal Services Branch of Unified Coordination Group and with support from each of the three states and local jurisdictions and other

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[1] For planning purposes, easily transportable non-compliant species are defined as animals not defined under the PETS Act, but are small, easily transportable, not dangerous or poisonous, and may be easily cared for within a regional animal services facility. Care for such animals will occur at regional animal facilities only as resources allow, and at the discretion of the local jurisdiction and/or the operating facility.

private entities, will implement procedures and actions to provide animal care and support—including evacuation, shelter, and care—to the extent possible, to all federally defined household pets[2] and service animals[3] of the affected area. According to the American with Disabilities Act (ADA), service animals are not considered companion animals or pets and must be allowed to accompany their owners in all situations. Additionally, the CSA will coordinate care and support of livestock and easily transportable non-compliant species.

2.4 Plan Activation

The Regional Animal Services Plan (RASP) should be activated during any catastrophic event that would trigger a regional response. The plan will require increased capabilities to support animal services. The RASP combines the CSA jurisdictions best practices and incorporates existing structures and coordination processes. The plan is not the presiding animal services planning document for any one CSA jurisdiction; nor is it administered as such. For that reason, responsibility for a decision to activate the plan and its components during an emergency or catastrophe rests in county emergency management officials and/or state emergency management agencies (EMA).

2.5 Authorities and References

The following authorities apply to this plan:

- Illinois Emergency Operations Plan, September 2010;
- Illinois Administrative Code 29-301;
- Indiana Comprehensive Emergency Management Plan;
- Wisconsin Emergency Response Plan, January 2010;
- State of Wisconsin Laws and Regulations Chapter 323 E.M.;
- Public Law 93-288, the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act);
- Public Law 109-308, Pets Evacuation and Transportation Act (PETS); and
- Animal Welfare Act Contingency Regulation.

Refer to the following for additional information:

- RCICP and associated annexes;
- Federal Emergency Management Agency (FEMA) Disaster Assistance Policy (DAP) 9523.18 and 9523.19;

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[2] As defined by the PETS Act a household pet is a domesticated animal such as a dog, cat, bird, rabbit, rodent, or turtle that is traditionally kept in the home for pleasure rather than for commercial purposes, can travel in commercial carriers, and be housed in temporary facilities. Household pets do not include reptiles (except turtles), amphibians, fish, insects/arachnids, farm animals (including horses), and animals kept for racing purposes.

[3] The ADA defines service animals as any guide dog, signal dog, or other animal individually trained to provide assistance to an individual with a disability. If they meet this definition, animals are considered service animals under the ADA regardless of whether they have been licensed or certified by a state or local government.

- National Response Framework (NRF); and

- NRF Volunteer and Donations Management Support Annex.

2.6   Summary of Hazard Risk Analysis

The *IL-IN-WI CSA Risk Assessment of Companion Animals and Livestock Populations* addresses the impacts of hazard scenarios on the household pets and livestock populations within the CSA.   In conjunction with the overall IL-IN-WI CSA Risk Assessment that was undertaken, the following hazard scenarios were identified: (1) regional pandemic, (2) regional blackout, (3) regional extreme heat event, (4) a cluster of EF4 tornadoes, and (5) an improvised nuclear device (IND) detonation. To determine impacts of the hazard scenarios on household pets and livestock populations, population data were collected and mapped. The mapbook provided as part of the report presents visual and interactive geographical information regarding the populations of animals within the CSA. Each of these maps was developed from a base map consisting of layers designed to orient users and render the data as easily understood as possible. The purpose of producing these maps was to provide emergency planners information regarding numbers and locations of animals that they may have to evacuate or otherwise account for in a disaster scenario. The maps also graphically demonstrate the geographic impact of an IND detonation in downtown Chicago. Four general sets of maps are included in this document:

- Household Pets Distribution Maps
- Livestock County Population Maps
- Livestock Projected Distribution Maps
- IND Impact Maps.

2.7   Summary of Regional Mutual Aid Construct

Mutual aid is a means for a jurisdiction to provide resources, facilities, services, and other required support to another jurisdiction during an incident. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

The RCICP mutual aid appendix to the *IL-IN-WI CSA Resource and Logistic Management Plan* clarifies and provides mechanisms for use of mutual aid within the CSA in support of regional catastrophic planning efforts. It describes consistent mechanisms for rendering personnel material resources available for use, transferring professional licensure and liability coverage, and implementing reimbursement. Ultimately, the goal is to expedite movement of resources across the CSA regardless of mechanism. Figure 2 shows the flow of Requests for Assistance within any functional area during a catastrophic or large-scale incident where mutual aid is needed.

Figure 2. Regional Flow of Request for Assistance
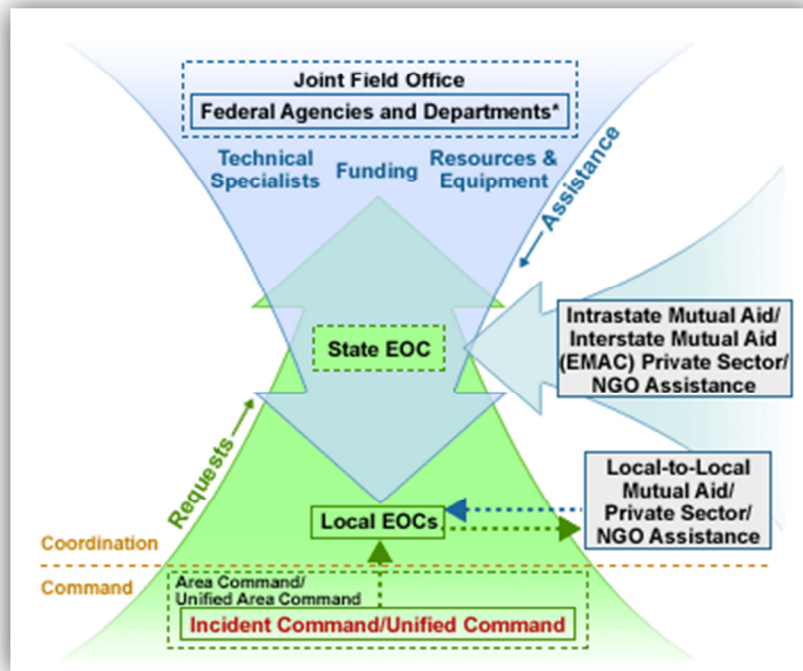
In following with the regional MOU construct, a template Memorandum of Agreement (MOA) for animal services has been developed and will be useful for documenting agreements among its signatories. This MOA template and 95 distinct Mission Ready Packages that have been prepared are provided as part of the RASP Toolkit. All potentially affected stakeholders and partners should sign the MOA—including government agencies, animal services facilities, shelter facilities, supporting NGOs, and participating private veterinarians.

> IL-IN-WI CSA Memorandum of Agreement for Animal Services
> Animal Services Mission Ready Packages and Template

3.0　Regional Planning Assumptions

The regional planning assumptions anticipate situations and constraints on regional and stakeholder partners. The overarching regional assumptions outlined in the CSA RCICP and the Regional Evacuation, Regional Mass Care and Sheltering Annexes, while not listed in this document, also apply to the RASP planning efforts. The following assumptions pertain to regional animal services and are relevant to this planning initiative:

Evacuation and Transportation Assumptions

1. "Local" transportation assets are largely intact to move evacuees out of the impacted area or Regional Hub Reception Center (RHRC) facilities.

2. Evacuation and transportation decisions will be based first on maximizing preservation of life, both human and animal.

3. Emergency exemptions to animal restrictions on public transportation may be necessary to allow companion animals eligibility for emergency services at regional facilities (i.e., pets listed under the PETS Act)

4. RHRC facilities should be located as close as possible to major transportation/rail nodes.

5. As depicted in Table 3, a catastrophic incident within the region will affect one million people (roughly 540,000 household pets). Ten percent will require transportation and assistance including evacuation, shelter, and care (54,000 household pets).

6. The regional policy for admittance of PETS Act-defined animals into regional facilities will be communicated to responders and evacuees prior to entrance into an Evacuation Assembly Point (EAP) and onto regional transportation.

7. This plan will apply to both notice and no-notice incidents.

8. Evacuation may require relocating people within a county, to adjacent counties, to another region, or to other states.

Situation Assumptions

1. RHRC facilities are generally located outside impacted area.

2. All RHRCs will have a companion animal component – "pet RHRC." These facilities may or may not be co-located.

3. Gross decontamination should be initiated at the EAP, as necessary. Technical decontamination should be initiated at the RHRC if necessary, with additional resources for decontamination at animal shelters as available.

4. For each working responder animal, there should be one handler (1:1 ratio). The Region assumes a secondary involvement with this population (coordination).

5. Accessibility to the RHRC and shelters is limited to PETS Act-defined animals. Minimal care *may* be provided for small numbers of easily transportable exotics/livestock pets as capabilities exist. Any animal granted entrance shall not be poisonous or dangerous to human or animal health and safety.

6. If resources permit, the Region will provide some level of animal commodities (e.g. food, crates, bedding, etc.) and animal health care services at designated point of distribution (POD) locations.

7. During a large-scale disaster, pet ownership may affect behavior of large segments of the population at risk, who may avoid seeking assistance (shelter and/or evacuation) for themselves for fear of leaving their pets behind.

8. During an emergency or disaster, circumstances may arise that prevent pet owners from protecting their animals or influence them to abandon their pets, including unscheduled drop-offs at animal care facilities. Evacuation and care for a large number of stray, rescued, or abandoned animals will be necessary.

Command, Coordination, and Control Assumptions

1. Regional animal services plan activation and coordination will occur in conjunction with the existing RCICP.

2. Responsibility for activating EAP, RHRC, and shelter facilities resides with a government agency at the local (county) level and supported through the RCICP.

3. Jurisdiction(s) not directly impacted by the catastrophic incident are viewed as a host jurisdiction(s) for evacuees or regional facilities, or as supplier(s) of resources.

4. Wild animals will be left to their own survival instincts. Wild animals that have strayed out of their natural habitat and are a danger to the public or themselves will be the responsibility of the respective Illinois, Indiana, and/or Wisconsin Departments of Natural Resources and local law enforcement. If possible, these animals will be returned to their natural habitat.

5. The number of livestock exceeds by orders of magnitude the number of handlers/owners/exhibitors. The Region assumes secondary coordination with USDA and state department of agriculture including situational awareness, information exchanges, and limited coordination with this population of animals.

6. The Region assumes that facilities housing exotic animal such as zoos, rehabilitation centers, exhibition centers, etc., will have their own contingency plans in place. Thus, the Region will not take responsibility for this population of animals. The Region shall maintain situational awareness and information exchanges for this population of animals.

7. During the emergency response and for the first hours after the occurrence, little or no assistance may be available. The Region, local jurisdictions, and primary and support agencies of ESF 6 and 11 must plan to be as self-sufficient as feasibly possible during this period.

Logistics and Resources Assumptions

1. Animal services will utilize the RCPT construct for MOU to resource requests, personnel movement, credentialing, volunteer support, etc.

2. The Region and RCPT jurisdiction assume that outside resources may not be available for the first 72 to 96 hours post-incident, and jurisdictions should commence operations as able with resources on hand.

3. Local planners must estimate the resources required to operate facilities within their jurisdictions and project their local capacities to meet those needs.

4. Partners will honor existing MOUs or agreements for personnel, facilities, and other resources necessary to operate during a catastrophic incident.

The regional and local planning teams should consider applicability to jurisdictional circumstances of these assumptions pertaining to regional operations, and should amend these as necessary as bases for site-specific plans regarding local animal services and facilities. It may be necessary to develop additional assumptions to reflect local situations.

4.0   Roles and Responsibilities

During a disaster, the Animals Services function involves collaboration among multiple organizations. This section provides an overview of the primary agencies involved in Regional Animal Services emergency planning and response, and describes anticipated roles and responsibilities of each of those agencies. These agencies include governmental organizations at the local, state, and federal levels, as well as private-sector entities and NGOs.

The Animal Services function typically falls within ESF-11 (Agriculture and Natural Resources) and coordinates closely with ESF-6 (Mass Care), which is responsible for emergency sheltering and care for evacuees and their service animals. The Animal Services function will also coordinate care of livestock and easily transportable non-compliant species *as resources permit*. This function may also provide support for responder animals, such as search and rescue dogs under ESF-9, when requested and as resources permit. Relationships among the various ESFs for animal services are shown on Figure 3.

Figure 3. Regional Animal Services Emergency Management
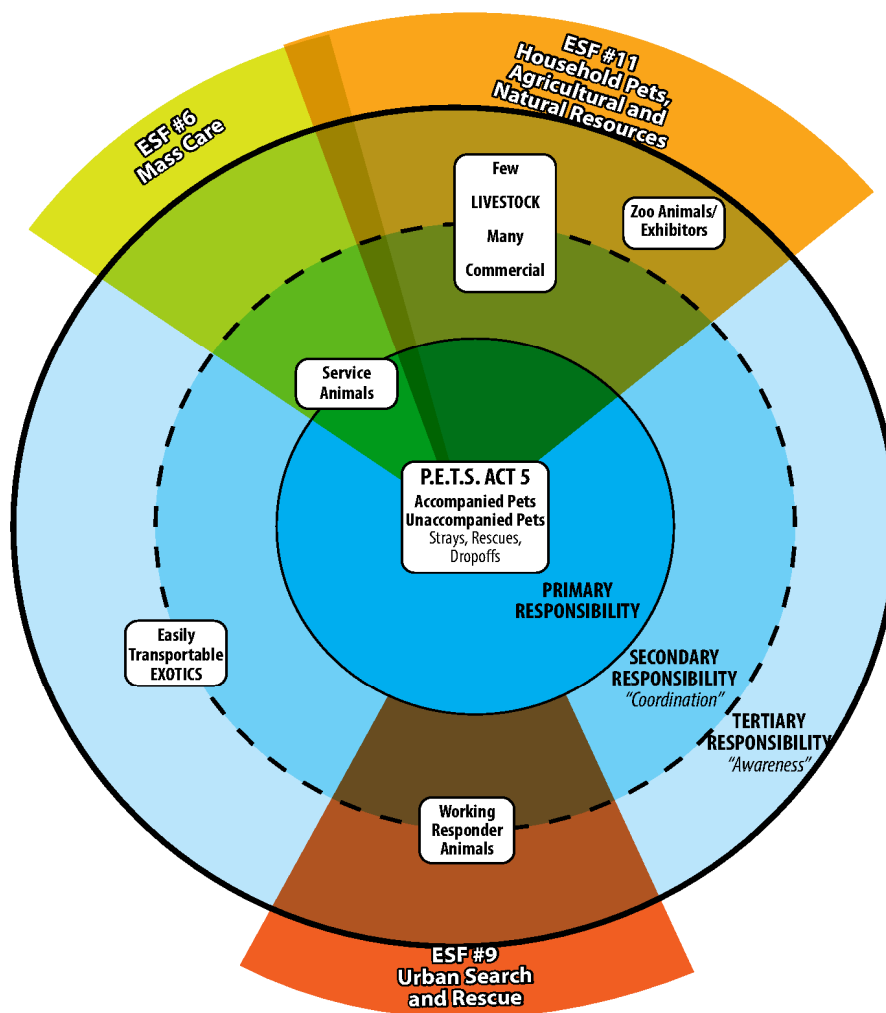
4.1   Pet, Service Animal, or Livestock Owner

Owners have primary responsibility for care, feeding, and sheltering of their animals during a disaster, whether the animals are pets, service animals, or livestock. Pet and service animal owners should be prepared for emergency evacuations by establishing a plan and preparing a kit for evacuation. The evacuation kit should include a leash or harness, muzzle for dogs (for use as needed), pet carrier, pet food and water, and a photo of the pet and owner. Pet vaccination records, identification indicators (e.g. extra collar tag, microchip information, pictures of distinguished markings) and any necessary medications should also be included in the emergency evacuation kit. Pet vaccinations should be kept current for pet health and safety in the event that emergency sheltering is necessary. Owners should become familiar with local emergency evacuation procedures, and which hotels, motels and emergency shelters will accept pets.

Livestock owners, including households keeping livestock as pets, should work with their local and professional animal husbandry organizations, agricultural extension service, or state department of agriculture to prepare plans for evacuation and care of their animals in the event of a disaster.

4.2   Local Animal Services Emergency Coordinator

Local jurisdictions affected by a disaster must assist evacuees and their pets. Disaster planning and response for animal services are the responsibility of the local EMA with support and assistance from the animal services agency (i.e., animal control agencies or equivalent). EMAs should ensure that a person from the agency or the local community is appointed as the Local Animal Services Emergency Coordinator (LASEC). The LASEC leads the local animal services preparedness effort and serves as a point of contact for regional coordination activities related to animal services operations. This individual could be a staff person from within local government or partner agencies or a local volunteer. The EMA Director, or appointed personnel, typically collaborates with local agencies such as local branches of the Humane Society of the U.S., local animal rescue groups, local animal control agencies, zoological societies or parks, and veterinary associations to identify appropriate candidates. LASEC responsibilities include:

- Coordinating with site managers at EAPs and other evacuation assembly locations in their community;

- Assessing and selecting sites and planning for pet shelters in collaboration with stakeholders;

- Communicating to local stakeholders the RHRC resource needs of mass care and emergency assistance during animal response operations;

- Identifying and managing services and resources available in the community to support pet sheltering during incidents;

- Identifying resource gaps;

- Developing resources to fill identified gaps;

- Maintaining and exercising equipment and human resources;

- Working in the local Emergency Operations Center (EOC) during an incident to coordinate local animal services response efforts; and

- Conducting regular community awareness campaigns.

The LASEC must work closely with the local EMA and in conjunction with the local Mass Care Coordinator, who coordinates human mass care services within local jurisdictions.

In the case of a jurisdiction adopting the proposed County Animal Response Team (CART) model (discussed in Part II of the RASP), the LASEC would also assume responsibility for the oversight of the CART program, whether organized as a county or jurisdictional team. This role would be equivalent to a CART Director.

4.3   Local Response Partners

Public and private organizations must work together to plan and conduct evacuation and mass care operations. During the planning process, these organizations must agree on roles and responsibilities to enhance the speed, effectiveness, and efficiency of post-incident activities.

While all jurisdictions within the CSA comply with the National Incident Management System (NIMS), roles and responsibilities vary by jurisdiction throughout a given state. Authorities and responsibilities may vary depending upon state and local statutes, the jurisdiction's organization, its resources, and its operating procedures. As roles and responsibilities are determined within local plans, triggers must be identified to initiate activities at local and regional animal services facilities. Additional detail appears in subsequent sections regarding organizations that should participate in evacuation and shelter operations planning at the local level.

4.3.1   Emergency Management

A jurisdiction's Chief Elected Official is ultimately responsible for ensuring implementation of the emergency management function within the local jurisdiction's governmental structure. This function is typically delegated to an EMA Director, who assumes responsibility for executing the emergency management function within the jurisdiction. The responsibilities of the EMA Director are broad in scope and many in number; delegating some of those responsibilities makes the job more manageable. Emergency management officials may initiate activation of human and pet shelters once a need has been identified, and often coordinate logistics for evacuation and mass care sheltering. These activities typically occur through the jurisdiction's EOC.

One responsibility of an EMA Director is to ensure planning and implementation of mass care of the population injured or displaced by the disaster. Mass care at its most basic level includes providing food, shelter, and life sustaining supplies to those in need of such services during an emergency or disaster. Under the PETS Act of 2006, Congress has authorized federal agencies to extend this disaster assistance to include provision of rescue, care, and essential needs to individuals with household pets and service animals, and to the pets and service animals.

4.3.2   Mass Care

Mass care officials work with the EMA and other agencies to provide emergency food, shelter, and life sustaining supplies to people temporarily displaced by the disaster. Mass care is typically staffed by local agencies such as the American Red Cross (ARC), Salvation Army, local public health agency (LPHA), and faith-based organizations. The Mass Care function coordinates with the Animal Services function in rendering assistance to displaced individuals with pets. If feasible, pet shelters are co-located with general population shelters so that individuals and their pets are not separated, and pet owners can continue to support care and feeding of their pets without overburdening the emergency management system.   Shelters may establish routines and procedures to provide for efficient and safe pet care because disaster conditions typically concentrate large populations within limited shelter space.

4.3.3   Animal Service Agencies

Animal services will be critical to support the needs of a large displaced population. Within the impacted area, animal services may have to assist with household pet evacuation and tracking at the EAP. Transportation considerations are necessary for animals that qualify as pets (such as large dogs) but cannot be placed in a carrier and moved by the owner or owners with function and access needs that prevent them from safely moving their pet or service animal. As household pets move outside the impacted area, tracking and caring for them will be necessary. Animal services organizations within the CSA will be responsible for sharing information and maintaining situational awareness about the status of animal care, resource needs, and projected care requirements.

4.3.4   Transportation

Local transportation officials shall work with law enforcement and local and state EMAs to support evacuation and sheltering efforts in planning for and responding to a catastrophic incident.

Metra is the main regional transportation system within the CSA that can quickly move a large number of people out of the City of Chicago and throughout the Region. Metra officials will attempt to maintain regular train service following a catastrophic incident, although service levels of all transportation providers will likely degrade. The Chicago Transit Authority (CTA) and Pace (the Regional Transit Authority's [RTA] suburban bus division), the Gary Public Transportation Corporation (GPTC), and Kenosha Transportation Department will also attempt to maintain regular service.

In addition to departure from the impacted area, transportation coordination will be required to move people from EAPs to RHRCs, and eventually to relocate evacuees to host jurisdictions and shelters suitable for their needs. This coordination will necessitate detailed planning and may require extensive resources. Providing transportation for a displaced population of approximately 100,000 individuals and 54,000 household pets would constrain resources during initial operational periods. Transportation authorities must coordinate with non-traditional response partners to ensure adequate satisfaction of needs. Pet and service animal policies for local transit authorities are as follows:

- Metra: permits only service animals assisting customers with disabilities;[4]

- CTA: permits service animals and small pets in protective carriers aboard CTA buses and trains. Carriers cannot take up seats or seating areas, or obstruct pathways on buses, trains, or in stations; a carrier must be of size and character to permit a single person to carry it on-board;[5]

- RTA/Pace: permits service animals and non-service animals/small pets as long as they fit under the seat;[6]

- GPTC: permits caged pets that fit on lap and service animals; all other pets are prohibited; and [7]

- Kenosha Transportation Department: service animals for certified riders with disabilities are permitted on Care-A-Van transit. Policies for pets and services on general transit are not published.

In all cases, transit authorities reserve the right to remove any animals (including service animals) that act aggressively or pose a direct threat to others.

Transportation officials may call upon the assistance of animal service agencies for pets too large for an owner to place in a carrier and move, or pets displaced or abandoned by their owners.

Current Metra and other transit authority rules *may impede safe and rapid evacuation of owners and their pets* during an emergency. Emergency Management officials must coordinate with transportation agencies to determine if pet transportation policies can be waived or modified for emergencies.

4.3.5   Law Enforcement

In the event of a catastrophic incident, local law enforcement personnel will assist emergency management stakeholders in evacuating the impacted area, directing traffic, controlling access to designated egress routes, and providing security and crowd control at evacuation and mass care sites. In some cases, jurisdiction law enforcement will be available to assist with site coordination, security, and safety at RHRCs. Law enforcement is not expected to have sufficient resources to provide on-site security for pet shelters, but will respond on a call priority basis to criminal acts.

4.3.6   Fire Services/Hazardous Material/Emergency Medical Services

In the immediate aftermath of catastrophic incident, fire service assets, as those of law enforcement, likely will be fully engaged in responding at the incident scene. Their role is anticipated to include fire suppression; hazardous materials response including chemical, biological, and radiological (CBR) decontamination; and emergency medical services (EMS) for the immediate impacted area. Under these regional plans, fire services will provide gross decontamination for the affected population,

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[4]See "Riding Metra" at http://metrarail.com/metra/en/home/utility_landing/riding_metra/riding_metra.html.
[5]See CTA pet policy – available online at http://www.transitchicago.com/riding_cta/policies.aspx.
[6]See August 27, 2009 Regional ADA Advisory Committee Meeting Minutes – available online at http://www.rtachicago.com/accessibility/august-27-regional-ada-advisory-committee-meeting-minutes.html.
[7] See GPTC Safety and Conduct Rules – available online at http://www.gptcbus.com/geninfo.htm.

including companion animals, at decontamination sites established just outside the incident "hot zone" and EAPs. Under the Regional Mass Care and Sheltering Annex of the RCICP, technical decontamination will be conducted at RHRCs and shelters. For maximum safety and efficiency, technical decontamination should occur as early in the evacuation transportation chain as possible.

Fire services capacity likely will be stretched to perform incident scene operations and gross decontamination at EAPs. Fire services *may not be available* to support technical decontamination at pet shelters until many hours and perhaps several days after initiation of the incident.

4.3.7   Emergency Veterinary Services

Similar to the need for EMS by people who may be injured, pets may require medical care for injuries or illness.   The LASEC should coordinate with local veterinary providers, animal rescue groups, and zoological organizations to provide a network of veterinary care. This should include ability to provide necessary kennel vaccinations for pets not previously vaccinated. Veterinary services may be furnished through designated veterinary hospitals or through a system of temporary or travelling veterinarians at established pet shelters. The Chicago Veterinary Medical Association (CVMA) is a key partner in the Regional Catastrophic Planning Project, and can facilitate technical advice and coordination within the regional network of veterinary providers including the Indiana Veterinary Medical Association, Illinois State Veterinary Medical Association, and Wisconsin Veterinary Medical Association.   State or temporary licensing of veterinarians during a disaster needs to be addressed prior to an incident. This may be done at the state level or addressed as part of the regional MOA process.

4.3.8   Public Health

In collaboration with EMS agencies, local public health departments typically lead health and medical emergency functions. They also addresses environmental health and mass fatality aspects of RHRCs and shelters, including health issues of people and pets occupying close quarters together. At the end of an incident, local public health departments will inspect public spaces that have been used as temporary pet shelters to ensure these have been appropriately sanitized and are prepared to resume their previous function.

4.3.9   Sanitation Department

Local sanitation departments are responsible for removal, treatment, and disposal of solid and liquid waste within the community. In the early stages of a response, they may be charged to support removal of debris to provide evacuation and access routes through disaster areas. Sewage and waste services are generally in place at designated human shelters, although disaster damages may disrupt or place increased burdens on existing systems. Pet shelters will require additional planning for collection and disposal of pet waste. The local sanitation department supports the Animal Services Coordinator in planning for and managing waste at pet shelters.

Table 5 summarizes common roles and responsibilities of stakeholder and supporting entities at the local level. "P" in Table 5 designates a primary role in the associated function, while "S" indicates a support role for that agency. Local jurisdictions should determine if this model meets local needs.

4.4 Regional Response Partners

Regional organizations must work together to plan and conduct animal services operations across the various jurisdictional boundaries. During the planning process, these organizations must agree on roles and responsibilities to enhance the speed, effectiveness, and efficiency of post-incident activities.

4.4.1 Regional Catastrophic Planning Team

A regional coordination structure has been developed to facilitate planning and coordination efforts for response to a catastrophic incident. This regional organizational structure is based on existing local and state concepts, processes, and structures within the CSA. To meet the needs of the CSA during a catastrophic incident, the regional organization structure includes the RCPT, eight planning subcommittees, and an Interstate Coordination Process (ICP). This structure is designed to streamline regional coordination in accordance with the all-hazards concepts of operations of local and state EOPs that currently support CSA jurisdictions.

4.4.2 Interstate Coordination Process

The Interstate Coordination Process (ICP) in the RCICP was created to ensure lateral collaboration among states and jurisdictions within the CSA, local EMAs, and state emergency operations center (SEOC) personnel. Upon a decision through the ICP to activate the regional evacuation and mass care annexes of the RCICP, close coordination of evacuation and mass care activities is vital. The ICP is the protocol—reflected in both the evacuation and mass care annexes—for how coordination will occur to render decisions about activating RHRCs (to facilitate evacuation) among elected officials, EMAs, and other supporting response organizations from each of the three states, 19 counties, City of Chicago, the representatives of transportation organizations (as defined in the *IL-IN-WI CSA Regional Evacuation Annex*), the jurisdictional points of contact for RHRC coordination, and FEMA Region V. The ICP can also be used to coordinate mutual assistance between states associated with animal services.

Table 5. Summary of Local Agency Roles

Pet Shelter Functions	Emergency Mgt.	Facility Rep.	Animal Service	Law Enforce-ment	Veterinary Orgs.	Fire Services	Public Health	Sanitation	Transit	Animal Rescue NGOs	Spontaneous Volunteers	State and Federal Emergency Mgt.
Activation	P[1]											S
Facility Opening	P	P								S		S
Security		P	S	S								S
Pet Care (Stand-alone Pet Shelter)	P	P/S								P		S
Pet Care (Co-located with Human Shelter)		S								P		
Transportation	S		S						P			S
Feeding	S	P[2]								P[2]		S
Veterinary Care/ Vaccinations					P		S[3]					S
Decontamination						P						S
Waste Disposal							P					
Volunteers Management	S									P	S	S
Deactivation	P	P		S	S	S	S		S	S		S
Finance	S									P		S

Notes:

[1] "P" in the Table designates a primary role in the associated function, while "S" represents a support role for that agency.

[2] Shared responsibility

[3] Public health certifies cleanliness of temporary pet shelter spaces (e.g., schools, etc.) for return to human use, if applicable.

4.5   Involving State Government Agencies

SEOC representatives have committed to strategic coordination through existing vertical collaboration mechanisms. The ICP operates as a virtual communication center established by liaison officers within the three SEOCs. SEOC personnel from the affected states will maintain and expand communication through an established virtual network or at a pre-designated fixed site. Together, the states will establish and maintain a multi-state common operating picture (COP), engaging the appropriate stakeholders in communication and coordination based on hazard, need, incident, and/or time. These stakeholders may include (1) representatives from affected jurisdictions when feasible; (2) state government officials familiar with specific aspects of strategic coordination and planning in transportation, evacuation, mass care, and public information; and (3) representatives from the private sector and NGOs. The ICP has the authority to recommend implementation of the CSA Regional Evacuation Annex of the CSA RCICP. Once the plan is activated, subsequent actions ensue in accordance with existing protocols. The other support roles of state agencies are described within the states' EOPs.

States must assign their ESF-6 Coordinator or regional planners to coordinate the state aspects of RHRC operations. States may also choose to assign their ESF-11 Coordinator or regional planners to the ICP to coordinate animal services operations. Lead agencies for ESF-11 for each state within the CSA are:

- Illinois Department of Agriculture (IDA);
- Indiana Board of Animal Health (BOAH); and
- Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP).

State agencies may provide direct support or disaster funding assistance to local agencies for approved disaster response and recovery activities. Direct state assistance for animal services may include establishing or deploying pet mega-shelters, deploying animal shelter teams or coordinators, providing emergency veterinary assistance, providing supplies and logistics support, and responding to animal disease outbreaks. The Emergency Management Assistance Compact (EMAC) is an agreement signed by all 50 states allowing them to share resources during disasters. Local EMAs can request state and interstate assistance through the SEOC. The LASEC should make any requests for state assistance through the local ESF-11 Coordinator to the SEOC.

4.6   Involving Federal Government Agencies

The Department of Homeland Security (DHS)/FEMA is responsible for leading and coordinating federal resources for responses to emergencies under the National Response Framework (NRF). The NRF assigns federal agencies to ESFs to coordinate disaster response. ESF-11, Agriculture and Natural Resources, is led by the USDA and has responsibility for coordinating a variety of functions designed to protect the Nation's food supply, respond to plant and animal pest and disease outbreaks, and protect natural and cultural resources. Functions include but are not limited to:

- Nutrition assistance;
- Animal and agricultural health issue response;

- Technical expertise, coordination, and support of animal and agricultural emergency management;

- Meat, poultry, and processed egg products safety and defense; and

- Natural and cultural resources and historic properties protection.

When directed by the President of the United States, federal ESF-11 services and programs assist states affected by potential or actual disaster incidents.

Federal assistance may be requested, consistent with existing plans and procedures regarding declarations for assistance. Local jurisdictions should utilize the standard process for obtaining federal support, which is generally through their respective states. If requested and authorized, FEMA ESF-11 supports animal services activities in coordination with FEMA ESF-6 for mass care services. FEMA may activate contracts and implement pre-scripted mission assignments by FEMA Region V through its Regional Response Coordination Center (RRCC) in Chicago. In the aftermath of an incident, FEMA ESFs-6 and -7 (Logistics Management and Resource Support); state agencies (Illinois, Indiana, and/or Wisconsin); voluntary, faith- and community-based organizations; and the private sector develop and implement shelter and feeding plans and activate the National Emergency Family Registry and Locator System and National Emergency Child Locator Center if a state so requests. Again, FEMA ESF-11—in coordination with ESF-6 and the affected state—provides support for protection and care of animals and pets during disasters.

For additional information regarding federal support for animal services, emergency sheltering, mass care, and mass evacuation, see the ESF, incident, and support annexes to the NRF, available via the FEMA NRF Resource Center at www.fema.gov/nrf.

4.7   Involving the Private Sector

The private sector includes large and small businesses, facility owners, transportation companies, contractors, and other stakeholders. In addition to constituting the economic backbone of communities, private-sector organizations are often primary providers of critical services to the public. This includes mass transit systems, utilities, hospitals/health care facilities, veterinarians, wholesalers, and retailers of consumer supplies. Private-sector entities possess knowledge and resources to supplement and enhance public efforts. As part of the planning process, regional planners should work directly with the Private-Sector Integration Subcommittee to reach out to private sector partners and seek to potentially form agreements at the local, regional, or state level.

Private-sector veterinarians, as described in Section 4.3.7, will likely be called upon to provide the bulk of emergency veterinary care for animals during a disaster. Local associations can be extremely helpful in accessing the local and national network of veterinarians. Local breeders, pet boarding facilities, and pet shops may also be able to provide emergency care and support of animals during a disaster. National pet store chains can assist pet shelter operators and logisticians in obtaining large quantities of pet food, crates, and other supplies for disaster areas through sale or donation. Planners should approach disaster planning with a whole-community perspective and take into account the ability of private-sector resources to augment animal services operations.

4.8   Involving Non-governmental Organizations

4.8.1   Animal Care Non-governmental Organizations (NGO)

Local and national private and non-profit animal care organizations provide animal care, education, research, and conservation as a continuing mission. They represent a large network of facilities and trained staff to rescue and care for animals injured or displaced during a disaster. This includes local, regional, and national organizations such as The Anti-Cruelty Society, the Animal Welfare League, the National Animal Rescue and Sheltering Coalition (NARSC); Pets are Worth Saving (PAWS) Chicago, Humane Society of the U.S.; the American Society for the Prevention of Cruelty to Animals (ASPCA), and the Lincoln Park Zoo. These organizations may staff and operate emergency pet shelters, recover abandoned or stray pets, provide pet veterinary care or convalescence, and serve as a gateway to a national network for pet fostering and adoption.

NARSC is a collective of animal welfare, animal care, and animal control organizations nationwide. NARSC provides experienced and qualified animal rescue and sheltering management professionals accessible to the emergency management community. Its member organizations include the American Humane Association, ARC, ASPCA, American Veterinary Medical Association, American Veterinary Medical Foundation, Best Friends Animal Society, Code 3 Associates, International Fund for Animal Welfare, National Alliance of State Animal and Agricultural Emergency Programs, National Animal Control Association, Petfinder.com Foundation, PetSmart Charities, Red Rover, and the Society of Animal Welfare Administrators. NARSC assists communities with disaster planning under the PETS Act and disaster response.

The National Alliance of State and Animal and Agricultural Emergency Programs (NASAAEP) has developed best practices and training in animal services emergency management. A variety of materials pertaining to animal decontamination, rescue, sheltering, and disaster veterinary care can be accessed through their website at http://www.learn.cfsph.iastate.edu/dr/.

Many national NGOs have been contacted as part of the RASP development process to ascertain their response capabilities and the feasibility of establishing MOU or MOAs with the state, region, or local jurisdiction. These NGOs, capabilities, and points of contact are provided within the RASP toolkit. Establishing agreement with these organizations should be a priority next step for the region.

National Animal Services Organizations

4.8.2   American Red Cross

In coordination with government and private agencies, ARC provides mass care (sheltering and feeding) to those impacted by disasters and first responders. Most local jurisdictions designate ARC as the primary community-based organization responsible for mass care and other disaster relief services.

ARC will, to the best of their ability provide shelter and feeding services to the general population following a disaster within the CSA. Service animals are allowed to accompany their owners into ARC shelters. ARC shelters do not accept pets due to local health concerns; however, pet shelters run by animal services organizations may co-locate with ARC mass care shelters when facilities are available. Facilities can be located in the same building, but must be in separate areas.

ARC may assist disaster evacuees searching for a place to protect their family pet. Local ARC chapters maintain and distribute comprehensive listings for animal welfare, animal boarding sites, and/or local veterinarians to provide information or referrals to pet owners who contact ARC for assistance. ARC is prepared to provide referral information to those impacted by disaster that may need temporary care for their pets while staying at an ARC Shelter.

ARC mass care services can extend to animal care organizations. While ARC does not provide animal care or pet shelter services, it can support animal care organizations with feeding staff, volunteers, or people impacted by disaster. Services could include providing mobile feeding for shelter residents, loaning cots for the duration of an event, or providing comfort kits.

ARC will coordinate with local humane societies, animal control, and the EOC to stay abreast of those locations needing mass care support.

4.9   Spontaneous Unaffiliated Volunteers

After a disaster, many people often volunteer to assist in response and recovery efforts. They may arrive uninvited at an incident scene, shelter, or other location with a willing pair of hands but lacking a clear idea of how to help. Many more may be ready to volunteer if given instructions on where to report and what to do. Engaging spontaneous volunteers under the "whole of community" response ethos can help fill critical gaps in the response and recovery effort. The regional animal services function can leverage the volunteer community by identifying in its operational plans supportive roles and approaches for volunteer management. Roles may include staffing pet shelters, providing logistics support, soliciting for donations of pet supplies, and fostering or adopting abandoned pets. NGOs are an invaluable resource for coordinating volunteers, as many NGOs have established procedures and training programs to incorporate volunteers into their efforts.

5.0   Regional Preparedness

Regional preparedness is a continuous cycle of improvement, as shown on Figure 4. It begins with developing a plan to achieve a specified set of tasks against a range of identified threats and hazards. Stakeholders then organize and equip themselves to execute the plan within their mission and budgetary priorities. They train and exercise to execute the plan, evaluating any gaps or shortcomings along the way. As gaps are identified, stakeholders come back together to make improvements, and then begin the cycle anew.

Figure 4. The Preparedness Cycle

5.1   Planning

The planning phase of the preparedness cycle begins with identifying the stakeholder partners, continues through plan development, and culminates with communicating the plan and it's implementing policies and procedures to stakeholder organizations and citizens.

5.1.1   Catastrophic Planning Team

A regional coordination structure has been developed to facilitate planning and coordination efforts for response to a catastrophic incident. This regional organizational structure is based on existing local and state concepts, processes, and structures within the CSA. To meet the needs of the CSA during a catastrophic incident, the regional organization structure includes the RCPT, eight planning subcommittees, and an ICP. This structure is designed to streamline regional coordination in accordance with the all-hazards concepts of operations of local EOPs and state EOPs that currently support CSA jurisdictions.

The RCPT has established several committees and working groups to support ongoing regional preparedness, including a Regional Animal Services Working Group. Its members represent the agencies and organizations shown in Table 6.

Table 6. Regional Animal Services Working Group

Regional Animal Services Working Group Members	
American Humane Association	Indiana Department of Homeland Security
American Red Cross	Indiana District 1 Animal Control
American Veterinarian Medical Association	Lake County Emergency Management Agency
The Anti-Cruelty Society	Lincoln Park Zoo
Chicago Commission on Animal Care and Animal Control	Michigan City Animal Control
Chicago Office of Emergency Management and Communications	Morgan City (IN) Animal Care and Control
Chicago Veterinary Medical Association (CVMA)	National Alliance of State Animal and Agricultural Emergency Professionals (NASAAEP)
Cook County Animal Care and Control	North Chicago Animal Care and Control
Cook County Department of Homeland Security and Emergency Management	Animal Care and Control
DuPage County Animal Care and Control	USDA – APHIS Region V
Humane Society of the U.S.	U.S. Dept. of Health and Human Services – Region V
Illinois Department of Agriculture	Will County Animal Control
Illinois Humane Society	Will County Emergency Management Agency
Illinois Emergency Management Agency	

The Regional Animal Services Working Group's charter is to integrate animal support and sheltering into mass care planning, communications, operations, transportation and coordination during an emergency situation. The Working Group has developed this RASP as a document to support the RHRC Plan, and as a standalone plan to support individual communities when the RHRC Plan is not activated.

5.1.2   Establishment and Communication of Policies, Procedures, and Plan

To effectively implement the plan, it must be communicated to planning and response organizations and to citizens who will be affected by the plan.

Communicating to Planning and Response Organizations

This plan has been developed in three parts to facilitate implementation by regional response organizations:

- *Part I – Regional Animal Services Command, Control, Coordination, Management, and Communications:* This part includes the overarching command and coordination concepts for managing how pets and animals will be handled during a catastrophe.

- *Part II – RASP Implementation Guidance:* This part provides options for how a municipal or county government can implement the core elements of this plan, taking into account the varying levels of capability at the local level.

- *Part III – RASP Organizational Guidance:* This part provides operational guidance including checklists and standard operating procedures (SOP) for establishing and conducting pet shelter operations at the local level during a catastrophe.

This plan will be distributed to stakeholder organizations via the RCPT. The Regional Animal Services Working Group will conduct an initial workshop or seminar to familiarize plan recipients with the contents and tools in the plan and recommended next steps.

Communicating the Plan to the Public

The Regional Animal Services Working Group will prepare draft public messages for use by EMAs in their preparedness and response efforts. The messages should clearly identify which pets can be accepted within public pet shelters (e.g., PETS Act-listed pets only or others on a space-available basis). No poisonous, venomous, or dangerous animals will be accepted in public pet shelters.

The messages may be included in local emergency preparedness public awareness campaigns regarding evacuation and sheltering. The public messages will address:

- Preparedness recommendations for individuals with pets;
- Which pets can be accommodated in pet shelters (i.e., pets designated under the PETS Act);
- Policies and procedures for accepting pets into public pet shelters; and
- How to locate designated pet shelters during an emergency.

5.2   Pre-arrangement of Services and Equipment for Pet Shelter Facilities

The RASP provides the initial basis for developing and managing capabilities necessary to execute the plan. Potential pet shelter facilities must be identified and arrangements for their services must occur prior to an incident to ensure availability during a catastrophe. Local staff and volunteers must be organized and equipped to manage the pet shelters, whether co-located with a human shelter or set up as a standalone shelter.

Each city and county should establish a LASEC and determine the amount of pet shelter space it will develop and sustain as an emergency capability in accordance with this plan. This may require stockpiling some limited supplies such as pet crates, leashes, muzzles, pet food with food and water dishes, and sanitation equipment to rapidly initiate pet shelter operations. Initial stockpiles should be maintained to support shelter operations at 110% of planned capacity for the first 72 hours of operations. Additional supplies will be sourced through the applicable organization's internal supply channels and the emergency management logistics system for expansion and resupply. Pet shelter staff should be trained in their duties and the basic incident management procedures under NIMS.

Pet shelter capacity requirements imposed by a catastrophe will likely severely outstrip local capabilities. Each state within the CSA should organize and equip pet "mega-shelter" teams to supplement local capabilities, and have plans and agreements in place to request EMAC and federal assistance to meet the balance of the requirements.

6.0   Concept of Operations (CONOPS)

This section provides an overview of the Regional Concept of Operations (CONOPS) as it applies to the coordination and management of regional animal services during a catastrophic incident. Specifically, considerations were made for the following:

- Regional Coordination and Organizational Management;
- Plan Activation;
- Regional Facilities for Animal Services;
- Data Management including the use of the National Mass Evacuation Tracking System (NMETS);
- Livestock; and
- Exotic and Captive Wildlife.

All regional facilities, not just animal facilities, need to be prepared to accept, register, shelter, and provide resources for service animals and their owners. Guidance pertaining to RHRC operations and service animals can be found in the Regional Hub Reception Center – Operational Guidance Document.

> *Of important note to the Region and its jurisdictions is that service animals are not pets and must be allowed to accompany their owner in all situations.*
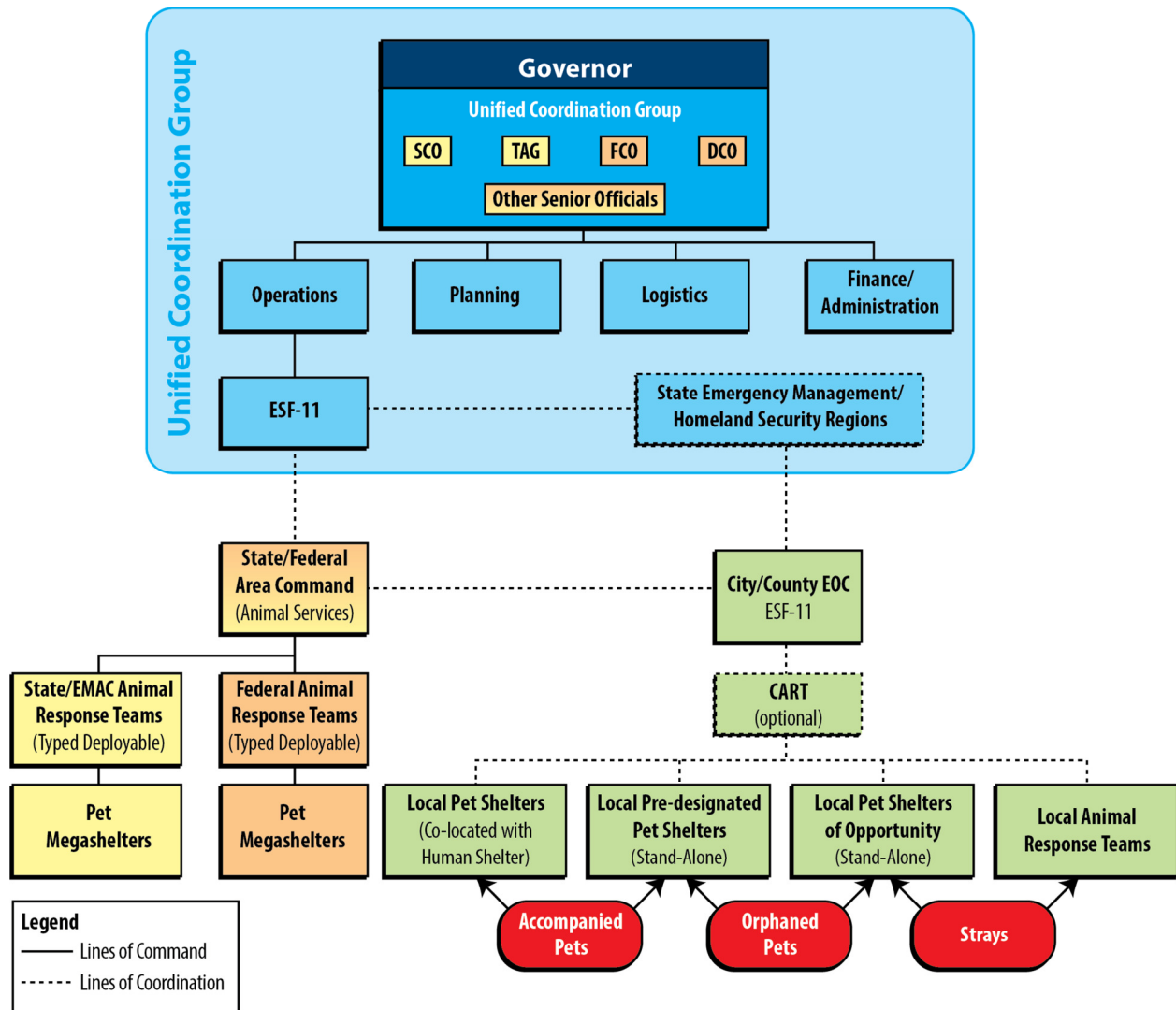
6.1   Regional Coordination

Support for pets during a catastrophic incident is an extension of response operations to care for the citizens of the CSA. The regional coordination necessary to support over 50,000 pets (see Table 3) should be based on the structure shown on Figure 5.

The Unified Coordination Group (UCG) was established as part of the Regional Catastrophic Incident Coordination Plan (RCICP) and consists of the highest levels of regional coordination, including the Governor, The Adjutant General (TAG), State Coordinating Officer (SCO), Federal Coordinating Officer (FCO), Defense Coordinating Officer (DCO) and other senior officials, as required. Representing joint operations at the state and federal levels, the UCG is consistent across the elements of the RCICP and focuses on providing support at the local level. Under the RASP, this group would likely include state veterinarians and possibly public health officials.

Figure 5 depicts standard Incident Command System (ICS) functions under the UCG, specifically Operations, Planning, Logistics, and Finance/Administration Sections. This structure is included to point out that, for the most part, regional efforts for animal services will likely associate with an Operations Section under an ESF-11 umbrella, even though mass care (ESF-6), transportation (ESF-1), and evacuation functions are located under other ESFs. Again, this highlights that the common mission of animal services falls largely under ESF-11 with need for close coordination with other disciplines to ensure continuity of care for pets and their owners. Specifically in this Region, nomenclature for sub-areas within the states falls into two different categories: (1) state emergency management regions (Illinois and Wisconsin) and (2) homeland security regions (Indiana).

Figure 5. Regional Animal Services Plan Organizational Structure

Also note on Figure 5 that leading from the boxes for ESF-11 and state emergency management/ homeland security regions are dotted lines of coordination down to the individual animal services points of contact. The first general category is the LASEC (currently listed in the diagram as City/County EOC). This is the individual designated by the local or county jurisdiction to be its single point of contact regarding animal services. The LASEC could have multiple RHRCs or shelters assisting pets under his/her purview. These could include shelters co-located with general population shelters, stand-alone pre-designated pet shelters (that house only animals), or shelters of opportunity (existing animal management, pet sheltering, or other suitable facilities). Additionally under the purview of the LASEC could be county or local animal response teams. The primary focuses of the LASEC remain coordination of all animal services operations occurring within his/her jurisdiction, and aggregation of information and data to support logistical, transportation, and other regional operational needs.

The other general categories identified in Figure 5 are the state and federal animal services groups. These are identified, for the purposes of this effort, as teams deployed from federal agencies or state assets under an EMAC and may include states outside of the CSA. Primary utilization of each of these deployed teams or resources is to manage a specific shelter, typically expected to be a larger shelter managing 250 to 500 pets. The goal at this point would be to keep together at one location a deployed team or group of resources and personnel from one agency or locale. Gaining this operational efficiency via cooperative work by an existing team or individuals familiar with a similar modus operandi would reap the benefits (in terms of logistics, mobilization, and demobilization) of not dispersing these groups across the region unless absolutely necessary.

The entire joint response operations structure should generate a common operating picture for the region. SEOCs are responsible for communicating with local jurisdictions to obtain and maintain situational awareness.

Additionally, in supporting livestock, managed exotic animals, and native wildlife areas, animal services providers can anticipate additional interaction with ESF-11 (Agricultural and Natural Resources) and ESF-9 (Urban Search and Rescue), as depicted on Figure 3 above (*Regional Animal Services Emergency Management*).

6.2 Plan Activation

Rapid decisions are necessary to initiate or mandate evacuation or shelter in place to those within the impacted area when an incident occurs. Because authority for evacuation varies across the CSA, ideally elected officials, emergency management personnel, and leaders of other supporting response organizations from each of the three states will coordinate regionally. The decision to initiate evacuation must occur in concert with authorization and allocation of resources to meet the needs of the displaced population requiring assistance—from PODs that support self-evacuees with basic supplies to complete their journey through shelters and welcoming centers that temporarily house evacuees requiring assistance. Regional authorities should plan to operate independent of outside assistance for at least the first 72 hours.

Generally speaking, activation of the RASP occurs largely in concert with evacuation and mass care for people in response to a catastrophic incident. The basic incident response constructs and facilities under regional plans—EAPs, RHRCs, and emergency animal shelters—are activated for evacuation, mass care, and sheltering of residents of the affected communities. The incident response constructs, as an extension of the PETS Act, should operate inclusive of the needs of pets within impacted areas. Additionally, emergency public information should serve to disseminate messages, monitor communications, and control rumors. One basic planning assumption is that CSA catastrophic incidents can occur with little or no notice, and therefore emergency public information and warning policies and practices must be robust and proactive. This includes specific guidance to pet owners regarding unique support structures and resources available to them.

The basic elements of this CONOPS may also benefit response planning for incidents that primarily impact only animals, such as a natural disaster at a facility with a congregate population of animals. This RASP does not supersede any local, county, or state plans or policies, but is intended to augment animal service capabilities at the regional level when all or various components are activated.

6.3   Incident Facilities

Assistance to survivors would occur through evacuation, mass care, and emergency assistance that would facilitate their movement to locations with resources and capabilities to meet basic needs. For the population subset that requires government provided transportation assistance, an overview of facilities and constructs planned to support pets and their owners impacted by a catastrophic incident appears in Figure 6. Self-evacuees will be directed by media messaging and other methods to report directly to non-hub shelters.

Figure 6. Regional Animal Services Plan Incident Facilities
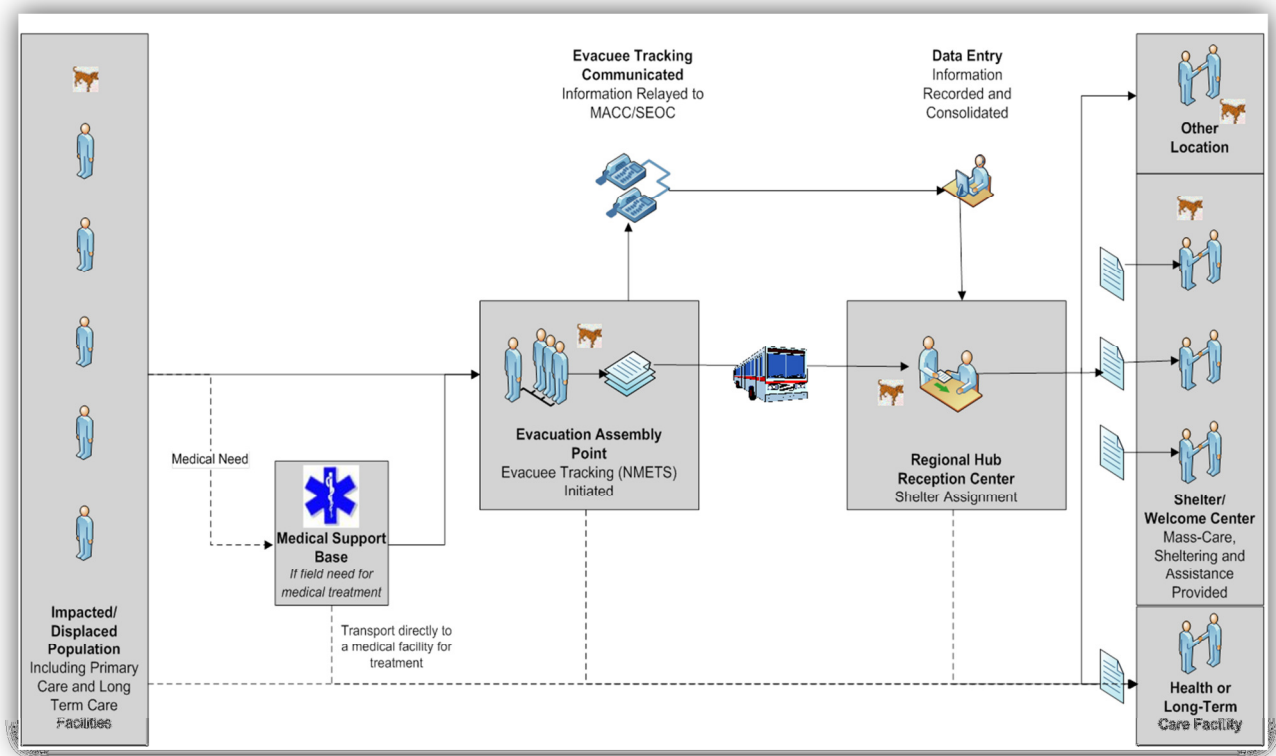
If significant medical needs exist, evacuees will be transported to a medical or veterinarian support location.

If evacuated, pets would be transported from the evacuation assembly point (please refer to Section 6.3.1) or impacted community either in conjunction with or separately from their owners. If there is an evacuation to a "host jurisdiction" where multiple "spoke shelters" will be available for evacuees, the

next facility in the evacuation continuum would be a Regional Hub Reception Center (RHRC). A RHRC is a facility where evacuees requiring assistance with their transportation and shelter needs will be assigned by the Shelter Placement function to an appropriate shelter that best meets their needs. Coordination between Shelter Placement and Animal Services at an RHRC is critical to ensure the assignment of evacuees and their pets to a shelter in the same facility or one nearby. For this plan, the Region's intent is that all RHRCs would have some capability to process pets. Animal Shelter placement is determined at the RHRC, and the pets would then be transported to the appropriate shelter facility, again some with and some separate from their owners.

It should be noted that pets, and animals in general, are likely to be delivered or dropped off at any incident facility or construct during the initial phases of the incident, whether by owners, family, or animal rescue entities. This highlights need for frequent and detailed communications throughout the evacuation and mass care structure because not all facilities will have animal service capabilities. The three main types of incident facilities typically utilized in evacuation and mass care of pets are described further in the following sections.

6.3.1   Evacuation Assembly Point

An evacuation assembly point (EAP) is a temporary location exclusively for coordination of evacuation, embarkation, and transportation in a field setting. The EAP could also include medical triage and provide some emergency medical treatment. It is generally intended to operate for up to 48 hours or until the displaced populations stop arriving.   Four evacuation scenarios considered under RCICP planning efforts are:

- Regional evacuation – evacuation of the entire CSA population (unlikely but not impossible);
- Area evacuation – evacuation that crosses multiple jurisdictions;
- Point evacuation – specific areas within the CSA that might cross jurisdictional boundaries; and
- City of Chicago Central Business District evacuation.

For any mode of transportation, simple preparations such as signage, pet waste bags, collapsible cardboard pet carriers, and slip leads/leashes should be on-board and available to facilitate safe transportation of accompanied pets.

Depending on the impacted area, the EAP could be at a mass transit station or some other transportation node or intersection. In the case of mass transit, emergency waivers of policies or ordinances likely will be required to transport animals. For rail lines, the designation may be as simple as reserving the last car of the train (lineup of railcars that form a single unit) for owners traveling with pets. On bus routes, buses that are pet-friendly could have signage indicating such.   For either mode of transportation, simple preparations such as signage, pet waste bags, collapsible cardboard pet carriers, and slip leads/leashes should be on-board and available to facilitate safe transportation of accompanied pets. Provisions must in place for larger animals or animal carriers that require separate transportation, such as vehicles with lift gates.   Additionally, gross

decontamination could be a consideration under certain scenarios (widespread flooding with raw sewage, explosion involving a Radiological Dispersal Device [RDD], etc.), and would definitely be advantageous prior to transportation to minimize the potential spread of contamination.

If resources and capabilities are available, efforts should be made to begin tracking owners and pets at the EAP utilizing the National Mass Evacuation Tracking System (NMETS)[8] (please refer to Section 6.4.2). Tracking initiated at the beginning of the evacuation and mass care flow path will help facilitate reunification of pets with their owners—especially tracking via continuous electronic connectivity with county, state, and regional databases. Preparations should include methods of sharing data and maintaining situational awareness when connectivity is intermittent or non-existent. In general NMETS tracking is anticipated to begin at the RHRC level where additional resources are available.

Staffing of the EAP would typically be provided by local first responders, including fire services, EMS, law enforcement, transit authority personnel, or NGOs.

6.3.2   Regional Hub Reception Center (RHRC)

Regional Hub Reception Center (RHRC) facilities are short-term-stay mass care centers for satisfying immediate needs of transportation-assisted evacuees including assignment to a general population shelter or other appropriate facility. RHRCs are not intended to be shelters.

Upon arrival at the RHRC, all pets must be under control prior to departure regardless of their mode of transportation. Such control could involve containers, cages, leashes, collars, muzzles, or any other means necessary to ensure the safety of both pets and humans at the RHRC. The intent is to have drinking water and a pet relief area available immediately upon disembarkation of pets and humans, especially if the evacuees had traveled long distances. Technical decontamination of significantly contaminated animals should occur at the RHRC to further reduce exposure and prevent the spread of contamination.

If not already registered at an EAP, animals and their owners will be registered in the tracking system upon arrival at the RHRC. Prior to registration, animals and their owners should be quickly evaluated and divided into two broad groups. The first group would be animals or owners with injuries, functional or access needs, or other significant issues that might delay the registration process. A separate registration area should be provided for this group. The well-being of animals and their owners is a priority; however, upon their arrival at the RHRC, the goal is to process as many pets and people as possible in a limited time and to advance to the Shelter Placement function. Animals and owners without significant issues would be sent through general pet registration and animal identification, based primarily in NMETS.

Pets with injuries or other significant issues would be triaged to determine the extent of injuries or how to resolve other issues. Those with injuries would receive first aid. Along with the injured, those animals with other issues would be processed to determine whether or not they are eligible to enter the

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[8] See the CSA's "National Mass Evacuation Tracking System Region-wide Execution Strategy."

RHRC. Medical eligibility could hinge on whether or not the animal has grievous injuries or chronic or contagious medical issues, whereas other eligibility concerns may include the kind or type of animal (i.e., large reptiles, etc.). Alternate disposition would have to be reached for animals not eligible to enter the RHRC, while the remainder would undergo a specialized registration and animal identification prior to entering the general population, undergoing animal quarantine, or being transported to morgue facilities. This separate registration area would generally be less efficient because of issues animals or their owners face, but would serve to achieve the goal of removing them from general registration and accelerating the process for the majority.

Prior to departing the RHRC, whether for transportation to a shelter, reunification, or other reasons, the Animal Services function staff should verify animal identification and update the tracking system with current information. Decisions regarding animal movement will occur for all, some, or even individual pets. These decisions will include relocation of the entire RHRC, routine shelter placement, reunification of strays, rescues or drop-offs with owners, or ineligibility of animals for entry into the RHRC.

Activation and staffing of the RHRC is the responsibility of the "host jurisdiction" and would typically be provided by local government agencies (e.g., fire services, EMS, law enforcement, and transportation authorities), private veterinarians, animal shelters, and others in coordination with the CSA Regional Mass Care and Sheltering Annex. Animal services at the RHRC will likely be managed by and provided by local animal control agencies, local animal response teams, EMAC resources, or NGOs in conjunction with a county LASEC or ESF #11 coordinator and augmented by volunteers.

6.3.3   Shelter

Shelters are temporary locations providing mass care, including dormitory and feeding to evacuees. As established in the RCICP and the Mass Care and Sheltering Annex, the ARC will provide shelter locations based on the location of the incident and available shelter locations post incident. However, these human needs shelters are not equipped to accommodate both evacuees and their pets. The RASP has designated four basic types of shelters for pets may be established as needed or in combinations of two or more types:

- Co-located or nearby shelters: pet shelters of any size in close proximity to human shelters;

- Local pre-designated shelters: sites for pet shelters that have been identified during planning efforts;

- Shelters of Opportunity: spaces at existing animal sheltering operations, veterinary offices, or county fairgrounds that would likely require an MOU or some other contractual device for legal purposes (liability limitations, reimbursement, etc.); and

- Mega-shelters: typically considered stand-alone pet shelters for 250, 500, or more pets.

Upon arrival at emergency animal shelters, verification for animals of their NMETS tracking and animal identification will be necessary. If the shelter is an animal's first entry into the regional system, initial

registration must occur. Technical decontamination of significantly contaminated animals may also be necessary at the shelter, particularly for newly arriving animals.

Similar to the RHRC, pets with injuries or significant issues would be triaged to determine the extent of injuries or resolve other issues. Those with injuries would receive first aid, and animals with other issues would undergo a shelter eligibility determination. Alternate disposition would have to be reached for animals not eligible to enter the shelter. Additional capabilities needed at shelters would include separate registration and animal identification for pets that are not part of the general population, animal quarantine, and morgue facilities. Based on input from regional veterinarians, administering vaccinations would likely be considered only when the animals reach the shelter, if deemed necessary.

Movement decisions at the shelter must be preceded by verification and update of the tracking system by shelter registration personnel. Decisions to move animals could be initiated by any of a range of issues—from elimination or expansion of evacuation, to the shelter no longer being viable, to individual animals leaving the mass care system. Long-term sheltering, extended reunification, fostering, or pet adoption will be considered as needs arise and the incident moves into the recovery phase.

Activation and staffing of general human population shelters typically would be provided by the ARC, other NGOs or government agencies as described in the IL-IN-WI CSA Regional Mass Care and Sheltering Annex. Based on pre-event planning and capabilities, animal control agencies, local animal response teams, EMAC resources, or other NGOs and volunteers are anticipated to operate pet shelters. The activation and management of pet mega shelters should be accomplished through deployed teams and resources from the Federal Government, and resources furnished to satisfy state EMAC requests.

These facilities may include PODs, commodities PODs, medical/veterinary support bases, or other regional facilities that may be established to meet needs of the Region during a catastrophic incident. These facilities are not necessarily intended to be part of the regional animal services model; however, they may include people with animal resources or other animal services expertise, as well as other resources that can supplement operations during an incident. For example pet food, water, and first-aid supplies may be available to support ESF-9 responder animals and other evacuees with animals exiting the impacted area.

6.4   Information and Data Management

The number of animals receiving care, staffing levels at incident facilities and constructs, and current levels of critical resources are all key pieces of information and data needed to manage provision of care for animals during a catastrophic incident. Information and data should be collected, managed, and reported in a standard electronic format (e.g. NMETs). The information should be collected in such a manner that it can be readily transferred into databases and geospatial software. Emphasis should be on quickly and efficiently managing information to provide key officials and stakeholders the facts in a visual format (graphs, charts, map products) thus allowing rapid, informed, decision making.

6.4.1   Emergency Public Information and Warning (EPIW)

Regional plans include an Emergency Public Information and Warning (EPIW) Annex to the RCICP. The RASP expands upon the EPIW Annex with additional specific considerations regarding pets and information to owners and animal service professionals and volunteers. An overview of the information collection and dissemination process at the regional level appears in Figure 7.

Figure 7. Regional Information Collection and Dissemination Process

Interstate Coordination Process (RCICP Concept of Coordination):
- Incident Briefing
- Assess resource needs and availability
- Development of multi-state common operating picture

Jurisdicton Emergency Operations Centers → State Emergency Operations Centers → Interstate Public Information Officers (IL, IN, WI) → Public

On-Scene Commanders will provide assessment and briefing of the situation in the affected jurisdiction(s).

State, NGOs, and private sector public information officers will develop a common operating picture by forming an interstate joint information center (JIC).

Public information and messaging regarding RASP activities can include details of the evacuation and transportation process, RHRC locations, volunteer and donations management policies, incident-specific non-listed species and stray animal policies, and possibly guidance for owners evacuating without their pets.

6.4.2 National Mass Evacuation Tracking System (NMETS)

NMETS can be utilized in a wide range of situations, including incident locations without power or internet connectivity. The Paper Based Evacuation Support Tool (PBEST) is provided for these situations. When power is available but internet connectivity is not, the Low Technology Evacuation Support Tool (Low Tech) can be utilized. The Advanced Technology Evacuation Support Tool (Advanced Tech) gives the full range of options available under NMETS when both power and internet connectivity are

available. Under any of the above conditions, many jurisdictions utilize other systems for day-to-day animal control operations. As with all of the regional planning documents, neither the RASP nor the NMETS supersedes any jurisdictional plans or policies. NMETS can be tied into existing systems for animal control (Chameleon or PetPoint, for example, which are commonly used animal intake software systems) by adding the unique NMETS number for each pet in the existing system (in the "notes" section, etc.) where it can be readily accessed. The versions of NMETS and their applicability are shown on Figure 8.

Figure 8. NMETS Version Utilization Flow Path
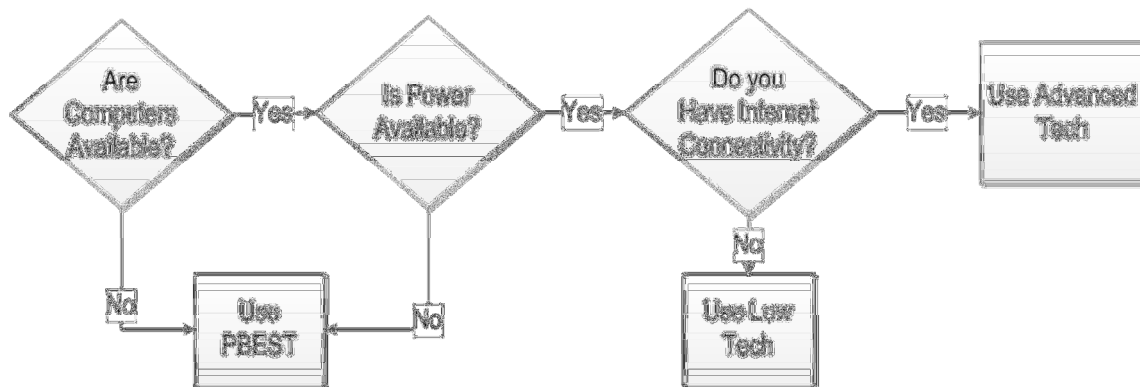
Currently, NMETS includes up to eight pieces of information regarding an individual animal:

- Radio frequency identification (RFID)/barcode number (this is the unique NMETS number that links animals to their owners);
- Animal's name;
- Species (drop down box that includes: dog, cat, turtle, bird, rabbit, rodent, or other species);
- Function (for service animals only);
- Color;
- Breed;
- Gender; and
- Spayed/Neutered.

Additionally, the current regional approach of NMETS does not require citizens to provide any contact information to receive NMETS numbers for themselves, family members, luggage, or pets. Because this could result in challenges during subsequent attempts at reunification, animal services should consider collecting basic contact information when registering pets.

> *Regional and local animal services facilities should consider mandating the collection of basic owner contact information as part of the NMET registration process.*

6.4.3   Essential Elements of Information (EEI)

At all points of the incident management process, Essential Elements of Information (EEI) should be collected and managed in a standard format. Paper forms, when power and electronic systems are not available and electronic data should be collected with end usage in mind. For instance, if data on how many pets are currently sheltered are used as the basis for logistical ordering of pet food, these data should be separated by species to ensure acquisition of adequate supplies of specific food for each species. For personnel at EAP, RHRC, and shelter locations, simple numerical counts of pets, numbers of each species, and how many came in with owners versus strays or rescues are all critical data that must be communicated up the chain early and often. Additionally, routine recording and reporting of staffing levels, available resources, space, capability gaps, and commodity projections are all important for managing overall animal services across the Region under a catastrophic incident scenario.

6.5   Livestock

The RASP incident management structure includes opportunity for direct coordination with livestock owners regarding individual animals or small populations of animals. Coordination with producers about large populations of livestock can and should occur, especially pertaining to the following operations: evacuation and transportation, shelter-in-place notices, mass depopulation, and carcass disposal. These operations are expected to proceed largely under existing pathways established through ESF-11 agencies.

6.6   Managed Exotic or Native Wildlife

RASP incident management should also include coordination with zoo officials and exhibitors for evacuation and escaped-animal contingencies. In some instances, coordination must occur among the owner, animal services, and public safety officers—e.g., an intentional or unintentional release of dangerous species. Decision making about capture, recovery, or euthanasia of dangerous species is a top priority for all public safety officials under these circumstances, and is best accomplished via advance coordination among all stakeholders. These operations are expected to proceed largely under existing protocols established by the owners or operators.

7.0   Logistics

Disaster logistics is the process of providing the resources, services, and facilities necessary to accomplish mission objectives. During the planning process, the LASEC identifies and arranges for facilities, staff, and initial stockpiles of equipment and supplies to operate pet shelters and animal rescue teams. Once the RASP has been activated, maintaining the necessary flow of supplies, equipment, and critical services to keep RHRCs and pet shelters operating at capacity is a function of logistics.

Based on an estimated population of 100,000 people seeking assistance after displacement from their homes, they will be accompanied by more than 50,000 pets eligible for assistance under the PETS Act. Table 7 summarizes the anticipated breakdown by type of pet. This table represents the population of pets associated with individuals and families who will seek assistance in mass care shelters.

Table 7. Total Pets Evacuation Number of Household and Mass Care Assistance

Dogs	22,462
Cats	24,554
Birds	2,742
Small Mammals (Rabbits and rodents)	3,600
Turtles	665
Total # of Animals Needing Assistance	**54,022**

Resource requirements for animal services can be organized into four categories: commodities, services, facilities, and teams and shown in Table 8. A complete animal services resource listing can be found in the toolkit portion of this RASP.

**Table 8. Resource Categories for Animal Services**

Commodities	Services	Facilities	Teams
• Food, water, and bowls • Crates and cages • Medication/vaccines • First aid supplies • Leashes/collars/muzzles • Catchpoles/slip leashes • Identification tags/bands • Latex exam gloves • Bedding • Kitty litter, box, and scoopers • Garbage bags • Cleaning/disinfection supplies	• Veterinary • Sanitation • Transportation • Evacuation Tracking	• Pet Shelters • Veterinary Clinics • Evacuation Assembly Points • Regional Hub Reception Centers	• Animal Rescue • Large Animal Sheltering • Small Animal Sheltering • Animal Transport

> Incident Facility Animal Supplies Checklist

The RASP CONOPS is to deliver necessary commodities and services at the most efficient point in the evacuation chain from the EAP through the RHRC and onward to the receiving shelter.   At the beginning of the evacuation, high demand is expected for commodities needed for transportation and evacuation such as crates, leashes, and muzzles, but demand is anticipated to taper off as pets flow through the system. Feeding and watering of animals at the EAP may be dependent on available resources, and evacuees may not be there long enough to render these a logistical requirement; therefore, demand for food and water may be lower during the first 24 hours of evacuation. The need for food and water would increase at the shelters and as they fill to capacity. Figure 9 below illustrates a sample of the anticipated animal services flow demands on the logistics system during the first 48 hours of a mass evacuation of the CSA. This should give planners an idea of the potential resources and where to divert these and other necessary items across the region.

Figure 9. Animal Services Relative Resource Requirements During the Initial Response Phase

RELATIVE RESOURCE REQUIREMENTS
24 to 48 HOURS
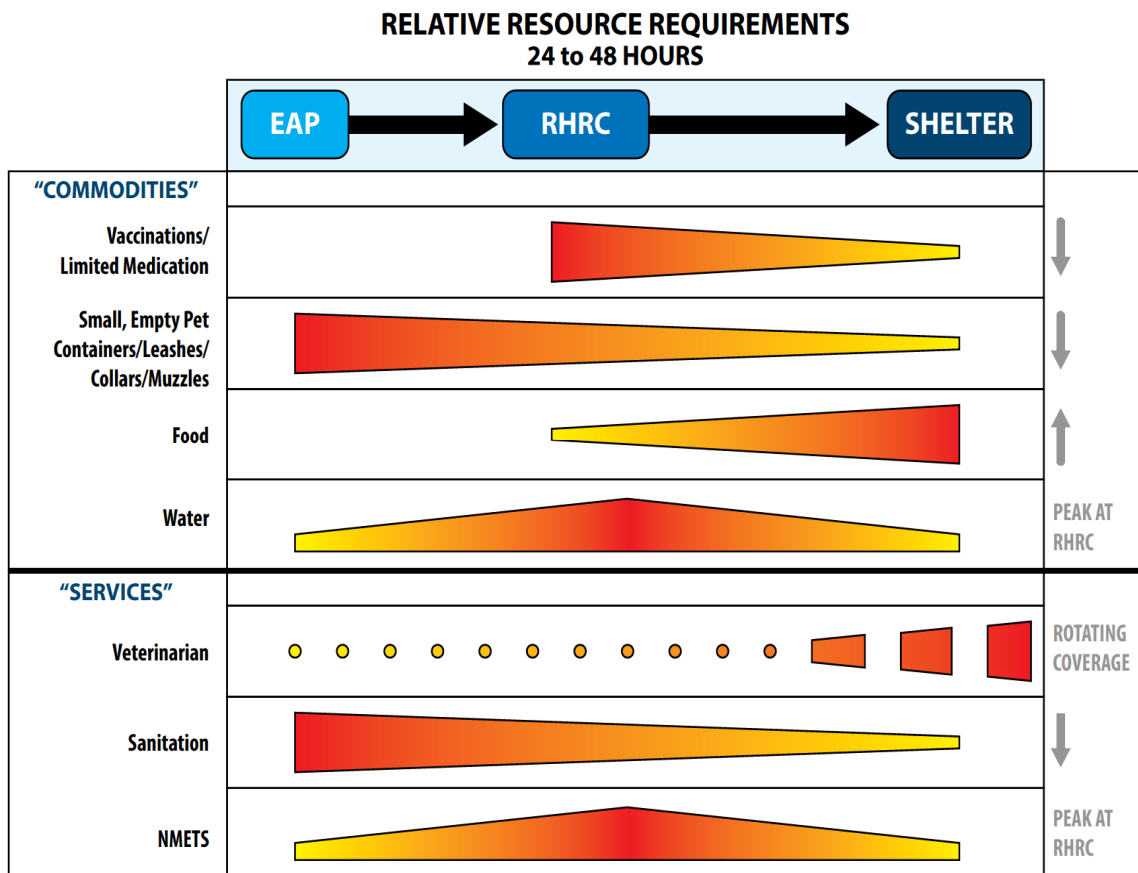
7.1 EAP Logistics

Because the goal of the EAP is to flow people and pets as rapidly as possible onward to the RHRC, the primary logistics requirements are water, transport crates, leashes, collars, muzzles, and waste removal at pet relief areas.

7.2 RHRC Logistics

The RHRC serves as the distribution hub to move people and pets onward to designated shelters. A lag of up to 24 hours may occur as people and pets are decontaminated, registered for tracking, and assigned to shelters and transportation. The primary logistics needs for pets at RHRCs are vaccinations/medication; crates; leashes, collars, and muzzles; food bowls; food and water; registration services and identification tags; and sanitation for pet relief areas.

7.3 Local Pet Shelter Logistics

People and pets may have extended stays in shelters before they are moved to temporary housing. Pet shelters may be co-located with mass care shelters or stand-alone shelters. Because demand is likely to outstrip supply, "ad hoc" shelters may be established at any convenient facility such as pet shops, pet boarding facilities, and veterinary facilities. All pet shelters will need a supply of crates; plastic sheeting; leashes, collars, and muzzles; kitty litter and pans; cleaning supplies; bedding; food bowls; and ongoing resupply of food and water. Shelter operators may request pet owners provide food and medicines for their pets, but should be prepared to backfill if normal retail supplies are inaccessible or disrupted. Veterinary services will be in high demand and may be staffed by rotating coverage throughout the pet shelter network.

7.4 Pet Mega-Shelter Logistics

FEMA and EMAC are developing NIMS Typed Animal Health Resources and EMAC Companion Animal Shelter Support Packages that could be used to augment local shelters or to establish Regional Pet Mega-Shelters as shown in Table 9. FEMA and other federal agencies continue to build these capabilities. These typed animal services resources can be found at http://www.fema.gov/national-incident-management-system/resource-management-animal-emergency-response.

EMAC Mission Ready Packages for companion animal sheltering are being developed to supplement shelter operations (see Table 10). EMAC packages are requested through the SEOC. More information on EMAC Animal Health Mission Ready Packages is available at http://www.emacweb.org/ under "Mutual Aid Resources" and within the Regional Mutual Aid Appendix of the Regional Logistics and Resource Management Plan.

Table 9. FEMA NIMS Typed Animal Health Resources Teams

Resource	Description	Capacity
Large Animal Rescue Strike Team – Type I	6-member team deployable in 8-hr shift equipped with traps, catch poles, leashes, and stretchers	One rescue every 30 minutes in urban areas and every 60 minutes in rural areas depending upon terrain and conditions.
Large Animal Sheltering Team – Type I	22-person team to set up animal shelter for horses and livestock for 3 shifts; includes 1 veterinarian or veterinary technician; includes portable pens and corrals for livestock.	Unspecified
Large Animal Sheltering Team – Type II	5-person team to advise and support local efforts to set up an animal shelter for horses and livestock.	Unspecified
Large Animal Sheltering Team – Type III	2-person advisory team to support local efforts to set up an animal shelter for horses and livestock.	Unspecified
Large Animal Transport Team – Type I	5-person team plus 1 veterinarian on call; deploys with 1 SUV, two livestock trailers with towing vehicles.	Unspecified
Small Animal Rescue Strike Team – Type I	6-person team deployable in 8-hr shifts for 7-day rotation for rescue of small animals. Equipped with traps, catch poles, slip leads, leashes, collars, cages, carriers, and stretchers.	One rescue every 30 minutes in urban areas and every 60 minutes in rural areas depending upon terrain and conditions.
Small Animal Sheltering Team – Type I	22-person team to set up a small animal shelter (dogs, cats, rabbits, gerbils, hamsters, guinea pigs, birds, fish, and reptiles) for 3 shifts; includes 1 veterinarian or veterinary technician. Deployable for 7 days. No sheltering of exotics.	Unspecified
Small Animal Sheltering Team – Type II	5-person team to advise and support local efforts to set up a small animal shelter (dogs, cats, rabbits, gerbils, hamsters, guinea pigs, birds, fish, and reptiles). Deployable for 5 days. No sheltering of exotics.	Unspecified
Small Animal Sheltering Team – Type III	2-person advisory team to support local efforts to set up a small animal shelter (dogs, cats, rabbits, gerbils, hamsters, guinea pigs, birds, fish, and reptiles). Deployable for 5 days. No sheltering of exotics.	Unspecified
Small Animal Transport Team – Type I	5-person team with one 4x4 pickup and 1 SUV.	Unspecified
Incident Management Team – Animal Protection – Type I	Federal deployment of 20-50 persons including Incident Commander, staff, Veterinarian Adviser, and Operations Section with large and small animal rescue, transportation, shelter, and veterinary teams.	Deployable for 14 days.
Incident Management Team – Animal Protection – Type II	State deployment of 10-100 persons for assessment and surveillance.	Deployed for up to 7 days.
Incident Management Team – Animal Protection – Type III	Local deployment of 10-30 persons for assessment, surveillance, and action within 2-4 hours.	Deployed for up to 5 days.

Table 10.   EMAC Mission Ready Packages for Animal Sheltering

Resource	Description	Capacity
500-Crate Companion Animal Shelter Support Package	2-person advisory team and 500-crate trailer to supplement shelter operations	500 companion animals; no exotics
250-Crate Shelter Support Package	2-person advisory team and 250-crate trailer to supplement shelter operations	250 companion animals; no exotics
100-Crate Shelter Support Package	2-person advisory team and 100-crate trailer to supplement shelter operations	100 companion animals; no exotics
50-Crate Shelter Support Package	2-person advisory team and 50-crate trailer to supplement shelter operations	50 companion animals; no exotics

7.5   Animal Rescue Team Logistics

Animal rescue teams may be provided by government Animal Care and Control agencies, or by NGOs such as those provided through NARSC. Animal rescue teams deploy with the necessary vehicles, cages, catch poles, and slip leads to recover abandoned, stray, or injured animals. Resupply will typically occur through the parent organization. When requesting Animal Rescue Teams from outside sources, local emergency management should specify the intended purpose of the team so that the most appropriate state, Federal, or mutual aid resources can be supplied:

- Small animal/household pet rescue;
- Large animal/livestock rescue; and
- Wildlife or exotic animal rescue.

Resupply will typically occur through the parent organization and may be augmented through the local Logistics Section.

7.6   Veterinary Team Logistics

Veterinary teams may be called upon in disasters to counter animal disease outbreaks, provide support for agricultural livestock and poultry, and support pet evacuation and shelter efforts. Local veterinary teams, whether provided by local government, private sector veterinary clinics, or nongovernmental organizations, should have an initial supply of medication, medical supplies, and vaccines to address routine veterinary care within the region. A catastrophic incident within the region will likely result in the rapid depletion of local supplies, overtaxing of qualified veterinary care specialists, disruption of normal medical supply distribution channels, and requirements for specialized supplies to counter the specific pathogen or contaminants associated with the disaster.

Veterinary logistics requirements during a catastrophe may include:

- Veterinary staff (veterinarians, veterinary technicians, trained volunteers);
- First aid materials (bandages, splints, etc.);
- Pet stretchers;
- Medicine; and

- Vaccinations to protect the health and safety of congregate shelter pets for transmissible or contagious diseases including bordetella/kennel cough.

The LASEC should ensure the availability of veterinary support for RHRCs and pet shelters through advance arrangements. Some shelters established by MOA with animal care NGOs may include veterinary services. Other shelters may require additional volunteer or contract arrangements for veterinary support. It is unlikely that there will be sufficient veterinary staff to support all local RHRCs and pet shelters simultaneously. The LASEC should consider establishing a schedule to rotate veterinary staff among the various sites.

Deployable veterinary teams are accessed through a request from the Local EOC to the State EOC. These teams may be State, Federal, or inter-state mutual aid resources. Because NIMS-typed veterinary support teams are still in the process of being developed, there may be some issues of cross-state licensure, certification, and indemnification to be resolved at the time of deployment. Use of the EMAC process to request inter-state mutual aid veterinary resources will facilitate resolution of these issues. Local emergency managers should also be clear in the intended use of the veterinary support teams so that appropriately trained and qualified teams can be provided. Specifically, identify whether the team is being used for:

- Small animal/household pet veterinary services;
- Large animal/livestock veterinary services; and
- Wildlife or exotic animal veterinary services.

Both the Federal government and AVMA maintain deployable emergency veterinary teams available for support via a request through the State EOC. The U.S. Dept. of Health and Human Services is responsible for providing National Veterinary Response Teams as part of the National Disaster Medical System (NDMS).[9] The AVMA Veterinary Medical Assistance Teams (VMAT) are provided under an MOU with the U.S. Dept. of Health and Human Services. For deployment to a state, that state must have a signed MOU on file with AVMA.[10] Each of the three states of the CSA should consider the establishment of necessary MOUs to provide animal services in the event of a catastrophic or other type of incident that may affect its animal populations. Table 11 describes the federal and AVMA animal services teams available for deployment. Note that other NGOs maintain emergency animal response teams that may be available for deployment. Each of the three states or local jurisdiction should pursue additional MOUs with these organizations to ensure prompt deployment following a disaster. These NGOs are discussed in Section 4.8.1 of this document.

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[9] See http://www.phe.gov/Preparedness/responders/ndms/teams/Pages/nvrt.aspx
[10] See AVMA's VMAT website at https://www.avma.org/kb/resources/reference/disaster/pages/default.aspx

Table 11. Federal and AVMA Emergency Veterinary Teams

Resource	Description	Capacity
NDMS National Veterinary Response Team (NVRT)	A highly trained team composed of veterinarians, veterinary technicians, toxicologists, and other medical and lay support personnel.	Deployable within 12-24 hours and self-sufficient for 72 hours.
AVMA Early Assessment Volunteer Team	4-6 person teams, self-sufficient and deployable upon request from appropriate state authority. Teams focus on assessing veterinary conditions and infrastructure, and gather verifiable data to enable state deployment of appropriate state resources.	Deployable for 72 hours on-site.
AVMA Basic Treatment Volunteer Team	4-6 person teams, self-sufficient and deployable upon request from appropriate state authority. Teams provide primary field care to augment overwhelmed local capabilities; could include establishment of a base of operations as a field staging area for veterinary triage and veterinary medical care of displaced animals.	Deployable for 72 hours on-site.

USDA APHIS maintains the National Veterinary Stockpile (NVS) Program and can be accessed by the State EOC through a request to FEMA or USDA. The NVS includes the following types of supplies:

- Personal protective equipment
- Decontamination supplies
- Vaccines to protect livestock and poultry at risk of infection
- Vaccination equipment and supplies
- Animal handling and depopulation equipment

7.7 Cost Reimbursement

State and local governments that receive evacuees from areas declared a major disaster or emergency may seek FEMA reimbursement for eligible pet rescue, sheltering, and evacuation-support costs. State and local governments within the designated disaster area may apply directly to FEMA; those outside the designated disaster area may seek reimbursement under mutual aid protocols through the affected and supported states. Contractors or private nonprofit organizations that shelter or rescue household pets and service animals cannot be reimbursed directly as an applicant. However, contractors and private nonprofit organizations can be reimbursed for sheltering and rescuing household pets and service animals through a state or local government, provided a written statement from an eligible applicant is presented in which the applicant verifies that the contractor or private non-profit organization is performing or has performed sheltering or rescuing operations on the applicant's behalf and the expenses are documented. FEMA Disaster Assistance Policy DAP9523.19 further describes eligibility criteria for pet evacuation and sheltering costs and can be found in the FEMA Disaster Assistance Policy and Guidance website at http://www.fema.gov/9500-series-policy-publications. Reimbursement for sheltering/caring for household pets ends when the pet owner transitions out of the established emergency shelter.

The general types of costs eligible for reimbursement are summarized in Table 12. Applicants should always review current FEMA guidance for details and changes in cost reimbursement eligibility.

Table 12. Pet Evacuations and Sheltering Reimbursable Cost Categories

Household Pet Rescue	Household Pet Sheltering	
• Labor – State/local government overtime • Labor – Contract labor regular and overtime (incl. mutual aid) • Equipment for transportation	• Facilities • Supplies and commodities • Labor – State/local government overtime • Labor – Contract labor regular and overtime (incl. mutual aid) • Equipment	• Emergency veterinary services • Transportation • Shelter safety and security services • Cleaning and restoration • Removal and disposal of animal carcasses • Cataloging/tracking system for pets

8.0   Training, Exercises, and Maintenance of the Plan

Conducting regularly scheduled training and exercises ensures that the regional animal services function will be ready in the event of an emergency. Any gaps identified as a result of exercises or actual incidents should be addressed with a regular program of plan maintenance.

8.1   Training

Pet shelter staff should be trained in procedures for operating the shelter. This should include procedures for:

- Shelter setup and take-down;
- Pet intake and registration;
- Rejection of ineligible pets/arrangement of alternate care if able;
- Coordination with mass care (human) shelter operation;
- Shelter staff organization and incident management;
- Injured, contaminated, or ill pets;
- Dangerous animals and pets displaying anxiety;
- Daily feeding and exercise routine;
- Information reporting to emergency management officials;
- Logistics/resupply; and
- Shelter sanitation, including sanitation for return to facility normal use upon completion of shelter operations.

The LASEC should ensure that core shelter teams are trained in advance in pet shelter activation and operation procedures. If need for staff within the Animals Services facilities dictates, spontaneous or otherwise untrained volunteers may be utilized to fill some positions. They should also be prepared to execute just-in-time (JIT) training for additional surge shelter staff when needed during an incident. These JIT training packages should be short, targeted, role-based training sessions or tools that enable professional and volunteer staff to rapidly assimilate into their assigned roles and duties. Pocket guides, checklists, and short briefings, videos, or computer-based training are effective tools for JIT training. The IL-IN-WI CSA has developed a series of JIT Training modules for animal services that may be used to provide on-the-spot training to augment staff needs.

A jurisdiction or facilities may mandate animal services training for staff or volunteers working with animals at any facility. Pre-event training should include the following:

- FEMA Independent Study (IS)-100.b – Introduction to Incident Command System
- FEMA IS-10.a Animals in Disasters – Awareness and Preparedness
- FEMA Independent Study Course IS-11.a Animals in Disasters – Community Planning

8.2 Exercises

Exercises provide a means for regional animal services personnel to validate these plans and practice their roles prior to an emergency under varying degrees of simulated conditions. The Homeland Security Exercise and Evaluation Program (HSEEP) describes the process for designing and conducting various levels of exercises. The Regional Animal Services Workgroup may use any of the following HSEEP exercise types to increase and sustain preparedness:

- **Seminars and Workshops:** discussion-based exercises often used to familiarize personnel with their duties and procedures or to come together in a problem-solving session to refine plans and procedures.

- **Tabletop Exercises (TTX):** scenario-based discussion exercises where teams such as an EOC team or a shelter team come together to "walk-through/talk-through" plans and procedures. The TTX can be focused strictly at the team leader level or expanded to include an entire team.

- **Drills:** short-duration operational exercises focused on practice of tasks by teams, such as activating a pet shelter, testing communications, or practicing pet transport during an evacuation.

- **Functional Exercises (FE):** operational exercises, usually 4 to 8 hours in duration but possibly spanning several days, that test incident management and coordination across multiple teams and functions. These usually involve command or EOC staff responding to an event for which actions of field teams are simulated. These also can be tests of a single function, such as the regional or local animal services capability, whereby a subset of animal shelters and the animal services function of an EOC would be activated without activating other functions of the EOC. Drills and FEs are both very efficient ways to practice and maintain preparedness of the Animal Services function without having to activate all partner agencies in their respective functions.

- **Full-Scale Exercises (FSE):** operational exercises, usually 8 hours to several days in duration, examine many functions together under the NIMS command and coordination umbrella. Smaller FSEs may focus on a single jurisdiction or level of government. Larger FSEs may include multiple jurisdictions and engage local, state, and federal agencies along with the private sector and NGOs.

The RCPT with local jurisdictions should develop a multi-year schedule of exercises to ensure regional and local animal services teams are practiced and ready to go for any level of event. The exercise schedule should include a mix of skill-enhancing animal services-only exercises, and larger exercises in which the Animal Services function is included in community FEs and FSEs to practice coordination within the overall emergency management organization. The LASEC should synchronize the regional exercise schedule with the overall jurisdictional exercise schedule through the applicable EMA training and exercise coordinator.

At the conclusion of each exercise, the RCPT with the LASEC should oversee preparation of an after action report (AAR) that identifies strengths and areas for improvement. Areas for improvement should

be catalogued in an improvement plan with responsibilities assigned to specific organizations or individuals for improvement actions. These actions may include changes in plans, procedures, facilities, equipment, staffing, and training to ensure future preparedness.

8.3   Maintenance of the Plan

At least once a year, the LASEC should ensure that the RSAP is reviewed and updated. Contact lists, personnel assignments, and equipment inventories should be validated and updated as needed in the plan. Changes in other guiding plans, such as the RHRC Plan or RCICP may require changes in this plan. Any gaps identified during previous exercises should be addressed in the revised plan. AARs and lessons learned from real-world events, or planning exercises, are valuable tools and should be considered when reviewing the RASP to identify potential gaps. Once the plan has been updated, changes should be communicated to all participating organizations through notices, briefings, or training events to ensure that the changes are fully implemented within that organization.