

Illinois Emergency Operations Plan Annex 14 – Agriculture and Natural Resources

Illinois Emergency Management Agency

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Annex 14 – Agriculture and Natural Resources

Primary Agency: Illinois Department of Agriculture (IDOA)

Support Agencies: Illinois Department of Natural Resources (IDNR)
Illinois Department of Public Health (IDPH)
Illinois Environmental Protection Agency (IEPA)
Illinois Emergency Management Agency (IEMA)
Illinois Department of Transportation (IDOT)
Illinois National Guard (ILNG)
Illinois Department of Corrections (IDOC)
Central Management Services (CMS)
Illinois Commerce Commission (ICC)
Illinois State Police (ISP)
Illinois Department of Labor (IDOL)
Illinois Department of Innovation and Technology (DoIT)

Support Organizations: American Red Cross (Red Cross)

I. Introduction

A. Purpose

1. Provide strategic and operational guidance on a coordinated state supported response in support of local jurisdictions to support companion animal and livestock needs affected during an emergency response, natural or manmade disaster up to and including market disruption.
2. This annex coordinates the response to and recovery from a foreign animal disease (FAD/EAD) or emerging animal disease (EAD) or plant disease or pest.
 - a) A FAD is a disease of animals which has not been detected in the United States.
 - b) An EAD is a disease, infection, or infestation in domestic or wild animals that is a threat to terrestrial animals, aquatic animals, or



humans and meets one of the following criteria:

- i) An unknown agent that is causing disease, infection or infestation in an animal population and has the potential to result in a significant animal or public health impact, and applied diagnostic tests have yielded negative or non-definitive results, or
 - ii) A newly identified agent that is causing disease, infection or infestation in an animal population and has the potential to cause significant animal or public health impact, or is occurring in multiple herds/flocks/premises, or
 - iii) A previously identified or known pathogenic agent that has a change in epidemiology such as increased pathogenicity, expanded host range, change in geography of an agent, and/or unexpected morbidity/mortality. A FAD/EAD outbreak will require the coordination of local, state, and federal resources to detect and control diseases of animal health and economic significance.
- c) Critical Activities of a FAD/EAD response include prevention and detection, surveillance, diagnostics, epidemiologic investigations and tracing, quarantine and movement controls, biosecurity, depopulation and disposal, disinfection and virus elimination, appraisal and indemnity, continuity of business measures, information management, public communication and messaging, and emergency vaccination (if required by response strategy).

B. Scope

1. This annex coordinates the response to and recovery from a FAD/EAD or plant disease or pest. A FAD is a disease of animals which has not been detected in the United States. FAD outbreak will require the coordination of local, state, and federal resources to detect and control diseases of animal health and economic significance. Critical Activities of a FAD/EAD include prevention and detection, surveillance, diagnostics, epidemiologic investigations and tracing, quarantine and movement



controls, biosecurity, depopulation and disposal, disinfection and virus elimination, appraisal and indemnity, continuity of business measures, information management, public communication and messaging, and emergency vaccination (if required by response strategy).

2. This annex coordinates the response to a local request for state assistance to a natural or man-made disaster to support companion animal and livestock health and welfare.
3. This Annex is applicable to all Federal and State agencies identified in the primary and supporting government agency outline.

C. Policy

1. General

- a) Upon notification of a potential or actual incident that requires a coordinated local, state and federal response to a FAD/EAD or plant disease or pest and/or safety and well-being of livestock, household pets and service animals
- b) Led by unified state and federal incident command under the authority of 510 ILCS 50, the Illinois Diseased Animals Act, and coordinated and conducted cooperatively with local incident management officials and private industry/stakeholders
- c) Each supporting agency is responsible for managing its respective assets and resources after receiving direction from primary agency for the incident.

2. Animal and Plant Disease and Pest Response Policies

- a) Led by unified state and federal incident command under the authority of the Illinois Diseased Animals Act, 510 ILCS 50, and coordinated and conducted cooperatively with local incident management officials and private industry/stakeholders to ensure continued food security, animal/plant industry health, and to



support the United States economy.

- b) When response to a FAD/EAD requires depopulation of livestock or poultry, only methods approved by the American Veterinary Medical Association (AMVA) Guidelines for the Depopulation of Animals (2019) or the AMVA Guidelines for the Euthanasia of Animals (2020) will be utilized and will be conducted humanely.

D. Situation Overview

1. Several serious foreign animal disease outbreaks have occurred outside the United States recently.
 - a) A foreign animal disease (FAD) is an animal disease or pest not known to exist in the United States or its territories. Examples of currently recognized foreign animal disease threats include foot and mouth disease (FMD), African Swine Fever (ASF) and some strains of avian influenza (AI), virulent Newcastle disease (vND). Many of these diseases are endemic in countries across the world and are a constant threat to the U.S. food supply. Most recently, an outbreak of African Swine Fever in commercial swine in China began in 2018, spread to 32 provinces and resulted in the death or depopulation of over half of the swine population. Between December 2014 and June 2015 over 50 million chickens and turkeys in the United States died of highly pathogenic avian influenza (HPAI) or were depopulated. Foot and Mouth Disease is endemic in many countries and poses a particular threat as it is airborne, highly infective, and affects all cloven-hooved animal (cattle, swine, goats, sheep, and deer for example).
 - b) Emerging animal diseases (EADs) have the potential to negatively affect animal health, public health, and trade. Examples of such disease occurrences in the United States in the past 20 years include porcine reproductive and respiratory syndrome, infectious salmon anemia, West Nile virus, and monkeypox virus. More recent examples include the emergence of Schmallenberg virus in Europe and porcine epidemic diarrhea virus in the United States. The increase in interstate livestock movement, importation of animals, animal products and feed ingredients from foreign countries, the ever-increasing international travel throughout the



world, the risk of agroterrorism and the presence of an international airport in Illinois underscores the vulnerability to an outbreak of a FAD/EAD.

2. Protecting animal agriculture in the United States requires coordination, participation and partnership. While the USDA and State Animal Health Officials lead the unified prevention and preparedness activities for FAD/EADs, they do not have the resources or the desire to respond to a FAD/EAD alone. Consideration must be given to the fact that an outbreak of a FAD/EAD within Illinois would be devastating to livestock producers and the economy. A rapid federal/state/local response is the first line of defense in an animal health disaster, the quality of which will determine the final economic impact to the state.
3. A survey conducted in 2020 (American Pet Products Association) indicated 64% of households own dogs and 43% own cats, for an estimated 90 million dogs and 94 million cats owned in the U.S. Illinois is a leading livestock production state, with 5.2 million hogs (4th in the U.S.), 1.1 million cattle, 50,000 sheep and goats, and over 7 million poultry. Natural and man-made disasters have been occurring with increasing frequency worldwide and a need for a disaster response plan which includes the wide variety of animals is imperative. Local and state response to a disaster is limited and would require Federal assistance.

E. Assumptions

1. An animal disease outbreak has emerged from within the state or entered from other states or countries via diseased livestock or wildlife, animal related products or livestock waste.
2. The daily movement of livestock and animal products has the potential to rapidly disperse animal disease agents, pathogens, and vectors across both state and international borders.
3. Livestock or poultry producers are likely to be the first to notice an unusual condition or disease in their animals. FAD/EAD
4. If a disease situation occurs with high death loss, or if the clinical signs are unusual, especially if an FAD/EAD is suspected, a private accredited



veterinarian will report his or her findings to the State Veterinarian and/or the USDA's Area Veterinarian In-Charge (AVIC).

5. If a diagnosis of a FAD/EAD occurs in the United States, an initial stop movement order may be initiated to prevent the initiation of new movements. Livestock vehicles currently in transit will be allowed to proceed to their intended destination. The stop order may be lifted once surveillance determines the scope of disease and the level of risk.
6. In the event of a FAD/EAD outbreak in Illinois, the Illinois Department of Agriculture through the State Veterinarian will take a lead role and serve as the technical subject matter expert to the response.
7. The United States Department of Agriculture (USDA) Animal and Plant Health Inspections Service (APHIS) Veterinary Services (VS) is the lead federal agency for animal health. The USDA Area Veterinarian in Charge (AVIC) and the Illinois State Animal Health Official will form a Unified Command for all FAD/EAD response activities.
8. The Illinois Department of Agriculture lacks the personnel and resources to support an incident management team from within the agency and will require assistance.
9. Coordination and support for the response will be provided by the Illinois Emergency Management Agency (IEMA). Other state and local agencies will provide resources, personnel, and expertise. The coordination of supporting agencies will occur through the State Emergency Operations Center (SEOC).
10. If the situation is beyond local and state capability, the governor may ask for federal assistance by requesting a Declaration of Emergency from the United States Secretary of Agriculture or a Presidential Declaration of an emergency or major disaster.
11. Suspected FAD/EADs in or potentially affecting wildlife or fish will be reported to the Illinois Department of Natural Resources (IDNR), who in turn will report this information to the State Veterinarian. If the disease has potential livestock or poultry impacts, the Illinois Department of Agriculture (IDOA) will determine the appropriate response in



cooperation with the Illinois Department of Natural Resources (IDNR).

12. To control and eradicate a FAD/EAD, proactive and prompt actions may have to be taken by government authorities to quarantine and depopulate privately owned animals and wildlife.
13. A ban on entry of susceptible animal products and/or individual disbelief of a threat posed by animal disease could result in illicit slaughter, processing, distribution, preservation, or other actions that are counterproductive to official response efforts.
14. IDPH, in coordination with IDOA, will determine the appropriate response to protect human health and welfare if the suspected disease has zoonotic potential. In addition to coordination through the SEOC, the State Veterinarian will communicate directly with the IDPH Public Health Veterinarian.
15. It is the primary responsibility of pet and livestock owners to ensure they are capable of evacuating with their pets and caring for them in a disaster.
16. Many pet and livestock owners will not be prepared for a disaster and will require assistance in caring for their animals.
17. Evacuation of large numbers of livestock will be unrealistic and will require plans for sheltering in place in the impact area.
18. Emergency planning for animals requires extensive collaboration among emergency management officials, animal control agencies, animal welfare organizations, veterinarians, county and state agencies, volunteer groups and citizens.
19. If local resources are exhausted, state assistance will be requested. State resources are significantly limited, therefore mutual aid and MOUs would be utilized for support.
20. Co-located or co-habitated sheltering may or may not be available



21. Pet and livestock owners will evacuate with their animals if possible
22. Pet and livestock owners may refuse to evacuate or try to re-enter the impact area if they are unable to evacuate with the animals.
23. Some pets and livestock may escape or be abandoned during a disaster, posing a risk to rescuers and the public.
24. Animal food supplies may become contaminated, destroyed, or be limited in supply and may need to be sourced from outside the area.

II. Concept of Operations

A. General

1. The SEOC will coordinate the requirements of support agencies based upon the five core functional areas described in the succeeding paragraphs. Organizing and coordinating the capabilities and resources of the state to facilitate the delivery of services, technical assistance, expertise, and other support for incidents requiring a coordinated state response.
 - a) Provides for an integrated local, state and federal response to an outbreak of a highly contagious or economically devastating animal/zoonotic disease, or an outbreak of a harmful or economically significant plant pest or disease deemed significant.
 - b) Ensures safety and security of the State's commercial supply of food (e.g., meat, poultry, and egg products) for incidents requiring a coordinated response.
 - c) Organizes and coordinates the capabilities and resources of local jurisdictions and state agencies to facilitate delivery of services, technical assistance, expertise, and other support for protection, preservation, conservation, rehabilitation, recovery, and restoration of natural and cultural resources and historic properties(NCH)resources.



- d) Ensure an integrated response providing for the health and welfare of household pets, service animals and livestock during an emergency resulting in mass displacement of civilian populations.
- B. Notification, Alert and Warning (NAW)
1. SEOC NAW of SEOC liaisons will be handled in accordance with IEOP Annex 3, Appendix 1, Notification, Alert and Warning.
 2. Other state agencies are responsible for internal agency and external partner NAW.
- C. Activation
1. In the event of an FAD/EAD or animal disaster, the State Veterinarian and/or USDA-AVIC, or their designee, will contact IEMA and the Illinois Emergency Operations Plan (IEOP) will be implemented.
 2. The State Veterinarian and/or USDA-AVIC or their designee, along with IEMA will make the determination as to:
 - a) When to request activation of a USDA-APHIS;
 - b) Procedures necessary to isolate the affected area;
 - c) When to request activation of the SEOC, and
 - d) Procedures to be utilized to combat the outbreak once it is identified as an EAD.
 3. IDOA will send a liaison to the SEOC when it is activated.
 4. In the event of a request for support to household pets, service animals and/or livestock in a disaster, the request for support will come from the SEOC.



D. Communications

1. Communications will be conducted in accordance with standard operating procedures and managed using established procedures, processes and policy outlined in IEOP Annex 3, Communications.
2. Communications will be conducted in a National Incident Management System (NIMS) compliant manner utilizing clear-text and frequencies coordinated with the SEOC.

E. Resource Management and Logistics

1. Resource management and logistics will be carried out in accordance with IEOP Annex 9, Resource Management and Logistics.
2. Resource management includes mutual aid and assistance agreements; the use of federal and state teams; and resource mobilization protocols.

F. Reporting Requirements

1. SEOC information, intelligence and situation reporting will be conducted in accordance with SEOC SOP Coordinating and Management.
2. Upon activation to the SEOC, all agency liaisons (LNO) will compile and disseminate situational reports on capabilities and services.

G. Implementation Requirements

1. Notification, activation, deployment, coordination, implementation and sustainment of state resources in support of response operations are approved and coordinated through the SEOC.
2. The SEOC Manager predicates implementation of response operations on approval of a request from a local government or private sector organization.



3. Coordination and sustainment requirements of response operations must be fully addressed prior to implementation,

H. Organization

1. Direction and Control

- a) Primary point of contact for activation of this annex is the State Veterinarian. The State Veterinarian will notify IEMA of a FAD/EAD.
- b) If the FAD/EAD exceeds state and local capabilities, the governor may request federal emergency or disaster assistance.
- c) Listed “Other Supporting Organizations”, local veterinarians, animal control agencies, licensed animal shelters and the International Foundation for Animal Welfare (IFAW) will participate in an emergency operation on a voluntary basis.

2. Coordinating Elements

- a) State-deployed resources will coordinate with the SEOC and on-scene incident commander.
 - i) In support of local and state response operations, liaisons (LNOs) may be assigned under the direct coordination and management of state-activated resources.

3. Federal Coordination

- a) This annex provides for response actions prior to support from the USDA, and also provides a framework for establishing a unified command with the USDA once their support is requested. The State Veterinarian will be the primary point of contact for the USDA Area Veterinarian in Charge (AVIC) and together will form a Unified Command for all FAD/EAD response activities.



- b) The SEOC will coordinate inclusion of federal assets into state response operations.
- c) SEOC LNOs, state agencies, boards and commissions will coordinate with federal counterparts in accordance with enabling authority to collect, receive, compile and develop situational reports on response operations.
- d) When the U.S. Secretary of Agriculture declares an emergency or extraordinary emergency, the USDA-APHIS can be fully activated with funding made available from the Commodity Credit Corporation for indemnity.

III. Roles and Responsibilities

A. Illinois Department of Agriculture (IDOA)

- 1. Functions as the primary decision maker and co-decision maker with USDA-APHIS and functions as the primary state agency.
- 2. Issues quarantines, stop movement orders and oversees the implementation, enforcement and permitted animal movement within restricted or quarantined areas, with the assistance of the other state and federal supporting agencies. Because time is of the essence in an animal health emergency, quarantines may initially be issued verbally but will be documented in writing as soon as practical.
- 3. Determines the extent to which IDOA personnel will respond to an animal health emergency. Duties in support of this annex will take priority over all other duties of IDOA.
- 4. Coordinates with non-governmental organizations (NGOs), as well as other animal welfare support organizations and the local animal control officer to ensure all animal welfare issues are being addressed.



5. In an emergency that results in displacement of citizens, IDOA will support local governments and state lead agencies in identifying and addressing the needs of household pets, service animals and livestock.
 6. In accordance with the Animal Mortality Act, maintain the Mass Animal Mortality Plan and coordinate meetings of the Mass Animal Mortality Disposal Committee prior to and during an event to determine approved carcass disposal methods.
- B. Illinois Emergency Management Agency (IEMA)
1. SEOC Manager
 - a) Determines the need for a gubernatorial proclamation of a disaster or emergency.
 - b) Coordinates assistance from support agencies.
 - c) Activates the SEOC when determined necessary.
 - d) Coordinates supplemental federal assistance with FEMA.
 - e) Coordinates the providing of communications equipment.
 - f) Provides expertise regarding the handling of contaminated substances.
 - g) Provides protective clothing and decontamination equipment for use in infected areas.
- C. Illinois Department of Natural Resources (IDNR)
1. Provides technical advice on the risks to wildlife and methods to mitigate these risks.



2. Supports the law enforcement aspect of the restricted or quarantine area, if applicable. IDNR will make available specialized equipment (e.g. boats, snowmobiles, ATVs and four-wheel drive vehicles) and associated personnel, as needed.
3. Initiates a surveillance program in the immediate vicinity of the outbreak and determine if the disease has spread to wildlife if the EAD is one that has a history of affecting wildlife. In addition, the IDNR will initiate steps to prevent the spread of the disease to susceptible wildlife.
4. Identifies the potential for the disease to be spread by wildlife (e.g., infected animals, scavengers, intermediate hosts) outside of the affected areas.
5. Identifies hunting seasons and wildlife associated within affected areas and recommend and implement necessary actions (if plausible) to prevent the disease spread at public sites. This may include changes to hunting regulations and/or direct action (like targeted removal) IDNR will enforce these restrictions and enlist the assistance of other law enforcement agencies as necessary.
6. Expedites collecting permits for personnel and assists in collections as necessary.
7. Provides expertise and data showing geographical information on soils, surface water and ground water.

D. Illinois Department of Public Health (IDPH)

1. Communicates with the local health departments, medical, facilities and regulated entities in the event the FAD/EAD is zoonotic.
2. Determines public health risk and impact, if any, upon being informed that a suspected FAD/EAD has been detected within the state.
3. Notifies the U.S. Centers for Disease Control and Prevention (CDC) that an outbreak of an FAD/EAD has occurred within the boundaries of the state,



and inform them of the nature of the disease, its primary animal host, and if it is considered to be a health hazard to humans.

4. Assess and advise regarding the public health risk associated with burial or burning of dead and affected animals.
5. Assists with epidemiological investigations.

E. Illinois Environmental Protection Agency (IEPA)

1. Provides expertise regarding the disposal of contaminated animal carcasses, bedding, feedstuffs and equipment in a way that is environmentally sound and does not further the spread of disease.
2. Provides expertise regarding the cleaning and disinfection of infected areas using environmentally sound procedures and chemicals.
3. Expedites the process of obtaining necessary permits for the above.

F. Illinois Department of Transportation (IDOT)

1. Provides aircraft and aircrews to conduct assessment and surveillance activities.
2. Provides air transportation for emergency workers and other key personnel, when required.
3. Coordinates with district offices, county and township commissioners to determine which roads, if any, could be closed around the periphery of the quarantined zones to aid in biosecurity and traffic control.
4. Provides personnel, heavy equipment, trucks and other vehicles for animal transportation and animal carcass removal and disposal.
5. Provides equipment and personnel to assist in vehicle decontamination.



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6. Provides barricades and/or signs to be used in and around the quarantined zones.
 7. Transportation and distribution of food supplies within the affected area arranged by local, state, and voluntary organizations.
- G. Illinois National Guard (ILNG)
1. Provides emergency communications equipment and personnel.
 2. May support IDOA with proper disposal of infected animals.
 3. Support IDOA and other responding agencies with the transportation of necessary equipment, personnel and livestock.
 4. Support IDOA with the decontamination of vehicles, equipment, and facilities.
 5. Support IDOT aircraft and aircrews to conduct assessment and surveillance operations.
 6. Support IDOT equipment, trucks, other vehicles and work force for animal carcass removal and disposal.
- H. Illinois Department of Corrections (IDOC)
1. Provides buses, vans, vehicles and any available staff to drive these vehicles.
- I. Central Management Services (CMS)
1. Assists with the procurement of needed emergency supplies and equipment.



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2. Provides vehicles, fuel, repairs and service needed to carry out the emergency animal disease operation.

J. Illinois State Police (ISP)

1. Coordinate with applicable SEOC LNOs to identify the need for and, if necessary, provide security, traffic and access control in and around the impacted area.
2. Coordinate with applicable SEOC LNOs to provide resources in order to restricts movement in and around the quarantine zone to prevent the movement of animals and animal related products in order to stop the spread of the disease.

K. Illinois Commerce Commission (ICC)

1. Provides information and assistance in the Transportation Industry (highway and rail) under its jurisdiction in and around quarantined areas.
2. Provides information regarding regulated water, gas, electric and telephone companies and services under its jurisdiction in and around quarantined areas.

L. American Red Cross (Red Cross)

1. Provides mass care services for those in the impacted area.
2. Provides mental health services to those impacted.

M. Illinois Department of Labor (IDOL)

1. Provides expertise on the use of Self-Contained Breathing Apparatus (SCBA) and other Personal Protection Equipment (PPE).

N. Illinois Department of Innovation and Technology (DoIT)



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1. Assist with purchasing and/or contracting telecommunications equipment for state agencies.

IV. Authorities and References

- A. Illinois Diseased Animal Act; as amended
- B. Illinois Emergency Management Agency Act; as amended