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**INCIDENT COMMAND STRUCTURE
for Animal Carcass Management
Related to a Disaster in
Franklin County, Massachusetts**



An Agricultural Emergency Response Planning Tool

Developed by

**FRANKLIN REGIONAL COUNCIL OF GOVERNMENTS
FRANKLIN COUNTY SOLID WASTE MANAGEMENT DISTRICT**

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This section of the *Comprehensive Response Plan for Animal Carcass Management Related to a Disaster in Franklin County, MA* is based on the Banner County, Nebraska Local Emergency Operations Plan Annex G Appendix 2 (June 2007). This document can be found online at www.nema.ne.gov/content/e_plan_pdf/Banner_eLEOP.pdf.

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For more information about agricultural emergency response planning contact the Franklin Regional Council of Governments at 413-774-3167 or visit www.frcog.org. Information is also available through the Franklin County Solid Waste Management District at 413-772-2438 or at www.franklincountywastedistrict.org.

Cover photo credits: Hands On Disaster Response, Newton County, Missouri and Heidi Quinn, Alstead, NH flood

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Veterinarians in Franklin County Region

Agricultural and Animal Welfare Organizations

Survey of Groups with Registered Disaster Service Workers Form

Veterinary Emergency Response Personnel Application Form

1.0 PURPOSE

This Incident Command Structure document was written by the Franklin County Solid Waste Management District and the Franklin Regional Council of Governments to assist local public officials in responding to an emergency situation in which farm animal carcasses need to be managed in order to protect public health, safety, and the environment. This situation will most likely arise as a result of a natural disaster such as a flood, or a manmade disaster such as a hazardous material leak.

It was prepared to conform to guidelines established by FEMA, the National Animal Health Emergency Management System (NAHEMS), USDA, MEMA, Massachusetts Department of Agricultural Resources and Massachusetts Department of Environmental Protection.

This plan is meant to serve emergency responders. It should be implemented in the event that a municipality declares a state of emergency to manage the proper disposal of farm animal carcasses resulting from a disaster.

2.0 SITUATION

There are three likely scenarios that would result in farm animal carcasses requiring proper disposal.

- The first is a natural disaster, such as a flood. Franklin County has numerous farms located in close proximity to a river. Major rivers vulnerable to flooding include the Connecticut, Deerfield, Millers, and Green Rivers. Should one or more of those rivers experience a significant flood (50- or 100-year) hundreds of farm animals would perish. Deceased animals might remain on or in close proximity to the farm where they were housed. Other animals might be washed down stream or deposited off site when flood waters recede. Other natural disasters that might affect Franklin County are ice storms and hurricanes. In any situation, local officials will be the first responders and will need to address rapid disposal of the carcasses for public health and safety.
- The second scenario is a manmade disaster, such as a hazardous materials leak from a rail car. In this scenario nearby farm animals may die from chemical fumes and will need to be properly disposed of.
- The third scenario that would result in farm animal carcasses is a disease outbreak. There are several common contagious animal diseases (CADs) that could infect a livestock or poultry population. In this scenario, state and federal officials would be the primary emergency responders. Local officials would provide assistance. Two companion documents address how local police and fire departments might be asked to assist with traffic control and decontamination/disinfection procedures. (These documents are in the

Appendices.) However, in a disease outbreak, the lead state and federal agencies will determine the response, including disposal.

Attached in the appendices is a table that shows the number of farm animals located in each municipality. Also attached in the appendices is a town-specific map indicating the location of farms. A spreadsheet identifies each farm and the number and type of animals present at that farm. This information is based on the best available information from 2007 and 2008. For updated information, contact your town's Animal Inspector.

2.1 Hazard Analysis

Franklin County, Massachusetts is situated in the northwest portion of the state. It is a rural county, with significant agricultural components in most of its communities. Topography types in the County include flat, gently rolling, and quite hilly. Land cover ranges from open to densely forested. Major rivers vulnerable to flooding include the Connecticut, Deerfield, Millers, and Green Rivers. Should a major disaster impact the county, it is likely that many animals will die, either in their own location or after being transported by windstorms or flood waters. The County has experienced a wide range of severe weather types ranging from blizzards and ice storms to tornados, floods, and hurricanes, and is expected to continue experiencing them. A large number of animal carcasses would pose public health and environmental problems and necessitate a major and organized response.

There are two major highways through the county: Route 2 running east/west and Interstate 91 running North/South. Should these major highways be closed for any reason, challenges would be presented to emergency managers in terms of evacuation of residents or managing stranded people, moving carcasses and other debris, as well as obtaining supplies and materials in a timely manner.

2.2 Capability Assessment

Each Town in Franklin County will be on its own in the first 72 hours after an emergency. Each Town has an emergency coordinator and equipment which may be available for use. Towns may have to request mutual aid. Towns are able to access equipment and supplies through Massachusetts state contracts (see the section on Procurement and Record Keeping). In a severe emergency the State Emergency Operations Plan will be activated and towns can access MEMA.

3.0 ASSUMPTIONS

There are several assumptions that were made when this plan was developed. They are as follows:

- A municipality may be responding to multiple emergencies resulting from a disaster, such as removing debris, opening roadways, evacuating residents, and managing large numbers of animal mortalities.
- Each municipality will have to determine when to declare a state of emergency to deal with animal carcass disposal. (Is the trigger 10 or 50 head of cattle; 40 or 80 sheep, etc.?)
- Once a state of emergency is declared the municipality will implement a unified command structure. All actions and activities related to locating and disposing of animal carcasses will be coordinated through an incident command system.
- Municipalities will most likely be on their own for up to 72 hours following the emergency declaration. If the scope of situation exceeds town resources, municipal officials will request assistance through MEMA and FEMA.
- If the response requires MEMA and FEMA involvement, then all response and recovery activities will be conducted in accordance with FEMA requirements using FEMA forms as appropriate.
- The affected municipality will determine when to request mutual aid from other Franklin County municipalities.
- One or several of the following management methods will be needed: burial on or off site, composting on or off site, transporting to a commercial incinerator or landfill.
- Enough major roadways will be passable to allow the municipality to implement off-site disposal of animal carcasses.
- Acquisition of equipment and supplies will be accomplished through the use of Massachusetts State Contracts where possible. However, shortages will develop and the use of other sources will be necessary. Appropriate FEMA compliant contracting methods must be used. See the Procurement and Record Keeping section for FEMA guidelines and forms and MA Operational Services Division state contract for emergency response equipment and supplies.

- Where any Contagious Animal Disease outbreak occurs, the local response will serve to support a state/federal response team, with local emergency personnel playing a secondary role.

4.0 CONCEPT OF OPERATIONS

It is recognized that some disasters involving animal mortality could affect a complex web of people, infrastructure, and institutions and require a complex, wide-ranging response utilizing many resources. As with all emergencies, a unified incident command will be imperative to gather information and respond to variables. Some basic concepts of operation follow:

- Local governments in Franklin County will be on their own for the first 72 hours and will use their own resources to respond to all emergencies. Each town's Chief Elected Official or designee will activate its emergency plan and Incident Command structure. Mutual Aid agreements are in place and will be activated as necessary.
- Throughout all emergency response operations, a log of all calls and actions will be maintained by all responding agencies/organizations and any/all Command Centers, Emergency Operations Centers, and Incident Sites.
- When the Incident Command Center receives calls about animal mortalities, the information will be logged on the appropriate form (see the separate section "Response Action Plan") and summarized for the Incident Commander who will then activate a response.
- Local government and non-governmental organizations, trade, and professional organizations involved in animal care and agriculture will play a part in this response, containment and recovery effort, and will assist and support in animal rescue and support activities. See 5.0 Roles and Responsibilities.
- An interdisciplinary response team may be needed to address issues that are expected to arise following a disaster. These include large numbers of deceased animals at specific farm sites or possibly off-site as a result of a flood. The expertise and training of the following individuals and groups will be necessary:

Chief Elected Official
Town Police Department
Town Fire Department
Town Board of Health
Town Public Works Department
Local Veterinarians
Town Agricultural Committee
Local Emergency Planning Committees
Local Animal Rescue Teams

A list of regional veterinarians and a list of animal welfare organizations are attached to this section.

- Levels of Operation will correspond to the Massachusetts CEMP. In incidents of a magnitude requiring resources beyond the local scope, it is probable that State Level Emergency Support Functions #3 and #17 will be utilized.

5.0 ROLES AND RESPONSIBILITIES

The following describes the general roles and responsibilities of individuals and departments that might be involved in managing animal carcass disposal.

5.1 Local Organization

A. Chief Elected Officer (CEO)

The CEO in each community will maintain direction and control of government activities, declare a Town Emergency through the normal process, and provide local resources within their capability.

B. Local Emergency Manager Director

The local Emergency Manager Director (EMD) is responsible for the overall coordination of emergency response to any incident within the community, and activates the local Emergency Operations Center if necessary.

The EMD should oversee collection, verification and analysis of animal mortality information and, if necessary, should coordinate with key personnel to establish a Damage Assessment Team. The EMD should evaluate information on animal mortalities and determine which method of disposal is most appropriate.

C. Board of Health

The Board of Health has jurisdiction over solid waste, air pollution, water pollution, nuisances, and management of animals (inspection). The Board of Health will collaborate with the emergency manager and operations staff to assess and respond to conditions that threaten human health, safety, and the environment.

Board of Health members may assist with identifying farms in the disaster area, conducting on-site inquiries, tracking the location of animal carcasses (location, number and type), and serving as a communication resource with farmers.

D. Public Works/Highway Department

The Superintendent of Public Works/Highway and crews will provide support in the maintenance of usable roads and routing of traffic around any barriers or quarantined areas. They will also assist by providing excavation, earth moving, and transportation equipment and operators to excavate and move soil, carcasses, or debris as directed.

E. Police and Fire Departments

The Police Department will provide incident security, including management of approved entry and egress to a site and traffic control, as needed. In addition, the Police may be required to provide assistance to state and federal responders in quarantine situations, and provide security to responders and persons within a quarantine area.

The Franklin County Sheriff's office may also be asked to assist with traffic control.

The Fire Department may be required to provide assistance to state and federal responders in a quarantine situation and within their limits of training and equipment, provide assistance with decontamination, hazardous material and fire protection.

F. Town Administrator/Manager

The Town Administrator or Town Manager will be responsible for maintaining proper documentation, serving as a liaison to the Board of Selectmen, and coordinating the response effort from town departments. She or he may also work with the Town Accountant and/or Town Treasurer to maintain proper documentation of costs in the event the town seeks reimbursement from FEMA.

G. Agricultural Commissions

If a municipality has an agricultural commission, this group may assist with identifying farms in the disaster area, conducting on-site inquiries, tracking the location of animal carcasses (location, number and type), and serving as a communication resource with farmers.

H. Veterinarians

Local veterinarians can assist with euthanasia for injured animals, depopulation if necessary, and communicating with farmers. A list of regional veterinarians is attached to this section. Contact must be made to ascertain their willingness to assist.

I. Agricultural Organizations (Farm Bureau, CISA, etc.)

These organizations are a valuable local and regional resource. Local officials may seek assistance from these organizations in identifying sites with animal carcasses and communicating with farmers. A list of regional agricultural organizations is attached to this section.

J. Animal Welfare Organizations (Humane Society, etc.)

Animal welfare organizations are a valuable resource. Local officials may seek assistance from these organizations in identifying sites with animal carcasses and identifying sites for temporary housing, if needed. These organizations may also provide general assistance under the direction of the CEO and Emergency Management Director. A list of regional animal welfare organizations is attached to this section.

K. Volunteers

Citizen volunteers may be used to identify sites with animal carcasses and provide general assistance to the response effort.

L. Mental Health Services

Due to the potential traumatic nature of identifying deceased animals and the possibility that some animals may need to be euthanized, it is suggested that any local response include mental health counselors. Workers involved in any task related to viewing, handling, or euthanizing animals should be encouraged to participate in mental health services.

5.2 State and Federal Organizations

The response and involvement of state and federal agencies will depend on the scope of the disaster and resulting animal mortalities. In general, the following state agencies will respond and assist local efforts during an agricultural emergency: Department of Environmental Protection (DEP), Department of Agricultural Resources (DAR), Massachusetts Emergency Management Agency (MEMA).

If a state of emergency is declared by the governor and local government requires additional assistance, the following state agencies may respond: State Police, MassHighway, Department of Fish and Game, Massachusetts National Guard.

Federal agencies that might respond in an agricultural emergency are the U.S. Department of Agriculture's Animal and Plant Health Inspection Service (APHIS) and Veterinary Service (VS) and FEMA.

ATTACHMENTS

- ❖ Veterinarians in Franklin County Region
- ❖ Agricultural and Animal Welfare Organizations
- ❖ Survey of Groups with Registered Disaster Service Workers Form
- ❖ Veterinary Emergency Response Personnel Application Form

VETERINARIANS IN FRANKLIN COUNTY REGION

South Deerfield Veterinary
30 Elm St.
South Deerfield, MA
413-665-3626
Large animal vet

Mill Valley Veterinary Clinic
224 Mill Valley Road
Belchertown, MA 01007
413-323-9201
Large animal vet

Veterinary Emergency and Specialty
Hospital
141 Greenfield Rd
South Deerfield, MA
413-665-4911

Sidorsky & Sidorsky
78 Crittenden Hill Rd
Shelburne Falls, MA
413-625-9353

Shelburne Falls Veterinary Hospital
3 Mohawk Trail Rd
Shelburne Falls MA
413-587-9517

Greenfield Veterinary Clinic
18 French King Highway
Greenfield, MA 01301
413-774-9919

Pioneer Valley Veterinary Hospital
571 Bernardston Rd.
Greenfield, MA 01301
413-773-7511

Brookside Animal Hospital
279 Plain Rd
Greenfield, MA 01301
413-774-5151

Victoria L. Howell DVM
1116 Mohawk Trail
Shelburne Falls, MA 01370
413-625-6034

North Country Veterinary Clinic
1182 Bernardston Rd
Greenfield MA 01301
413-773-8560

Lauralyn Brown DVM
196 Millers Falls Rd
Turners Falls MA 01376
413-863-0025

Windy Hollow Veterinary Clinic
68 Sunderland Rd
Montague, MA 01351
413-367-0062

Sunderland Animal Hospital, Inc.
52 Amherst Rd.
Sunderland, MA 01375
413-665-9821

ORGANIZATIONS INVOLVED IN AGRICULTURE AND ANIMAL WELFARE IN THE FRANKLIN COUNTY REGION

Franklin County 4-H Association
C/o Karen C. Herzog
P.O. Box 564
Greenfield MA 01302
Or call: Christina Hunt (Dairy) 978-544-2704
Or Tom Waskiewicz 413-577 0788
(email Waskiewicz@umext.umass.edu)

Franklin County Conservation District
C/o Tim Storrow
55 Federal St.
Greenfield, MA 01301

Massachusetts Association of Dairy Farmers
160 N. County Road
Bernardston, MA 01337

Massachusetts Purebred Dairy Cattle
Association
18 S. Mill River Rd.
Deerfield, MA 01373

Dakin Pioneer Valley Humane Society
163 Montague Road
Leverett MA 01054

Pioneer Valley Humane Society
155 French King Highway
Greenfield, MA 01301

Northeast Dairy Producers Alliance
Ed. Maltby
30 Keets Road
Deerfield, MA 01342

Franklin County Fair/Franklin County
Agricultural Society
Wisdom Way P.O. Box 564
Greenfield, MA 01302
413-774-4282
info@fcas.com

Massachusetts Farm Bureau
Franklin County Contact Ken Avery
kavery@massfb.org

USDA/NRCS
451 West St.
Amherst MA. 01002
413-253-4350

Northeast Organic Farming Association
(NOFA)
411 Sheldon Road
Barre MA 01005
978-355-2853
nofa@nofamass.org

New England Small Farmers (NESF)
Sue Ellen Johnson
275 Jackson St
Belchertown, MA 01007
413-323-4531
sejohnson@smallfarm.org

Massachusetts Maple Association
Watson-Spruce Corner Road
Ashfield, MA 01330
413-628-3912

National Equine Association
94 High St.
Plainville, MA 02762
508-695-4470

Survey of Groups with Registered Disaster Service Workers Form

Organization _____

Address _____

Phone () _____ - _____ Fax () _____ - _____

Contact Name _____

Contact's Phone () _____ - _____ Pager () _____ - _____

Number of Volunteers

1. Trained as a disaster service worker

_____ Veterinarian/Animal Health Technician

_____ Non-medical

2. Not trained as a disaster service worker

_____ Veterinarian/Animal Health Technician

_____ Non-medical

3. Experienced with:

_____ Small Animal

_____ Large Animal (livestock)

_____ Horses

_____ Exotics

Volunteers

Name _____ **Phone** () _____ - _____

Veterinarian/AHT Non-medical Trained as a disaster service worker

Experience: Small animal Large Animal Horse Exotic

Name _____ **Phone** () _____ - _____

Veterinarian/AHT Non-medical Trained as a disaster service worker

Experience: Small animal Large Animal Horse Exotic

Name _____ **Phone** () _____ - _____

Veterinarian/AHT Non-medical Trained as a disaster service worker

Experience: Small animal Large Animal Horse Exotic

Veterinary Emergency Response Personnel Application¹ Form

Name _____
Last First MI

Home Address _____
Number and Street City Zip

Home Phone () _____ Fax () _____

Pager () _____ Cell () _____

Work Address _____
Number and Street City Zip

Work Phone () _____ Fax () _____

May we call you at work? Yes No

Are you licensed and accredited in Massachusetts? Yes No

What is your primary area of expertise?

- Companion animals (dogs cats pocket pets house exotics)
- Large animals (cattle swine horses cervidae camelids ratites)
- Poultry (chickens turkeys ducks geese)
- Farm Exotics (ratites camelids)
- Other: _____

Do you have a mobile clinic or equipment? Yes No

Are you prepared to use it during a disaster response? Yes No

Medical Insurance Carrier _____ Policy Number _____

Driver's License Number _____ Expiration Date ____/____/____

Vehicle License Plate Number _____ Description _____

Trailer License Plate Number _____ Description _____

Do you have Standardized Emergency Management System (SEMS) training? Yes No

Disaster Training or Experience _____

Signature _____ Date _____

Approved by _____ Date _____

¹Adapted from the Indiana *State Annex for Veterinary Emergencies* Committee.