

New York State Comprehensive Emergency Management Plan

Emergency Support Function #11

Temporary Emergency Animal Sheltering Appendix



**Disaster Preparedness
Commission**

**Prepared by the New York State
Disaster Preparedness Commission**

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List of Plan Revisions

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New York State Comprehensive Emergency Management Plan Temporary Emergency Animal Sheltering Appendix

Section I: General Considerations and Planning Guidelines

A. Introduction

Disasters in the past such as Hurricanes Sandy and Harvey have shown improvements to shortfalls in public health and safety then we have had in the past. A contributing factor was the lack of planning and preparedness for animal protection. New York State is subject to a significant number of hazards and has experienced numerous federally declared disasters. These disasters include floods, winter storms such as those in 2013 and 2014, coastal storms, severe summer storms, ice storms, a blackout in 2003 and terrorism in New York State since 2000. Several of these events uncovered similar public health and safety issues. It is clear through analysis of these local and national disasters that planning for animal welfare is planning for human welfare.

In September of 2006, The New York State Pet Evacuation Transportation Standards (PETS) Act became law. This legislation amends Article 2B of the Executive law and requires that state and local disaster preparedness plans address the needs of individuals with household pets and service animals following a disaster, with particular attention to means of evacuation, shelter, and transportation options. In October of 2006, the Post Katrina Emergency Management Reform Act and Federal PETS Act amended the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), to require that State and local disaster plans take into account the needs of persons with pets and service animals prior to, during, and after a major disaster or emergency.

In recognition of these laws and challenges, the Temporary Emergency Animal Sheltering (TEAS) Appendix was developed to accompany the Emergency Support Function 11 Annex of the State Comprehensive Emergency Management Plan (CEMP). This Appendix outlines New York State's strategy providing temporary emergency sheltering of animals in a collective, multi-agency, State approach.

This Appendix does not provide specific instructions for all disasters and emergencies. Rather, this Appendix offers information and guidance which provides the framework for addressing temporary emergency animal sheltering during emergencies.

B. Purpose

The State Comprehensive Emergency Management Plan (CEMP) has been structured into three distinct, but interconnected volumes. These are:

- Volume 1: All-Hazard Mitigation Plan
- Volume 2: Response and Short-Term Recovery

- Volume 3: Long-Term Recovery Plan

The purpose of the CEMP is to identify the State’s overarching policies, authorities and response organizational structure that will be implemented in an emergency or disaster situation that warrants a State response. The CEMP serves as the foundational framework for the State’s response levels and serves as the operational basis of which other functional and hazard-specific annexes will build upon.

The purpose of the Emergency Support Function 11 is to provide coordination of response to manage a disaster resulting from an affected animal population (i.e., Foot and Mouth Disease), or one in which animals have become secondary victims of a disaster (i.e., flood). In addition, it provides an overview of the roles and responsibilities of the State, federal, and private agencies functioning under the Emergency Support Function 11 and describes the emergency response organization and assignment of responsibilities for various animal protection functions.

The purpose of this Appendix is to define the operational concepts and responsibilities to support and assist municipalities in establishing and maintaining TEAS. These shelters will serve individuals with household pets and service animals displaced by the effects of an emergency or disaster, or when seeking protection from an imminent or actual hazardous event or conditions.

C. Scope

This Appendix applies to any disaster impacting or potentially impacting individuals with household pets and service animals in which local response capabilities have been exceeded, and thus require state assistance. Response operations to support this capability will encompass the efforts of the New York State Department of Agriculture and Markets (NYSDAM) and member agencies of the Emergency Support Function (ESF) #11, identified in this Appendix.

For the purpose of this Appendix, “temporary emergency animal sheltering”, “TEAS”, and “pet-friendly sheltering” refer to the capability to provide household pets and service animals with safe, temporary housing prior to and immediately after a disaster until they can return to their homes, be relocated to long-term sheltering, or other permanent housing facilities. Service animals are not considered pets but perform essential functions that people with disabilities cannot do for themselves and therefore have special legal privileges to ensure they are not separated. According to the Americans with Disabilities Act (ADA), a service animal is any guide dog, signal dog, or other animal individually trained to provide assistance to an individual with a disability. Service Animals are permitted at American Red Cross shelters. Domestic/companion pet rules may vary in non-American Red Cross shelters.

This Appendix will not provide guidance for the sheltering of aggressive animals that may pose a threat to humans or other animals.

D. Situation

The American Veterinary Medical Association (AVMA)¹ has developed formulas to calculate an estimate of the number of animals of different types that can be expected in a community based on national ownership percentages. The AVMA formula can be found at: <https://www.avma.org/KB/Resources/Statistics/Pages/US-pet-ownership-calculator.aspx>.

Number of Animals of Type	Formula
All Pets	0.568 times total number of households
Dogs	0.384 times total number of households
Cats	0.254 times total number of households
Birds	0.028 times total number of households
Horses*	0.007 times total number of households

*Horses are not considered a pet or companion animal under the scope of this document due to their agricultural classification in New York State.

Disaster experience in the United States has demonstrated that providing care for pets and service animals is a human health and safety issue, as people will refuse to evacuate in the face of a hazard if they are unable to evacuate with their animals.² Furthermore, residents who evacuate without their pets are predisposed to return for their pets before conditions are safe to do so. The 2017 ASPCA training announced by Governor Andrew Cuomo resulted from a pattern of unpredictable and dangerous weather in New York State in recent years. As far back as 2006, flooding events resulted in a significant number of household pet rescues in the most severely impacted areas, as well as the establishment of TEAS in order to prevent these human health and safety issues.

In addition, pets and service animals that are left behind during a disaster, or become lost, strayed, and/or injured and killed due to the disaster may become a public health hazard. There are clear public health implications to animals at large, and it is in the interest of human health to minimize this effect of disasters.

Along with the PETS Act legislation comes the general responsibility for ensuring the welfare, humane care and treatment of pets and service animals during emergencies. Local governments are responsible for coordinating and managing all local-level preparedness, response, and recovery activities and services, and will utilize all available local resources to accomplish this mission. Pursuant to Section 25 of NYS Executive Law Article 2B, this may include county to county requests for assistance to obtain available resources.

¹ U. S. Pet Ownership and Demographic Sourcebook. American Veterinary Medical Association. 2017-2018.

² Reuters, August 28, 2017; <https://www.reuters.com/article/us-storm-harvey-animals-idUSKCN1B82A1> (Accessed 8/27/2018)

Some counties, such as Albany, Broome, Lewis, and Oneida may organize local assets for animal emergency response using the County Animal Response Team (CART) model program. This program is supported by the State Office of Emergency Management (SOEM) and the NYSDAM. An addition to the New York Codes, Rules, and Regulations (NYCRR) allows credentialed CART volunteers to be covered under State workers compensation and indemnification through NYSDAM. In order to receive coverage, county emergency management officials must adopt and implement NYSDAM's Standard Operating Guideline for CARTs. In addition, a State-level steering committee exists to facilitate CART program policy and implementation, this private-public partnership is known as the Empire State Animal Response Team. The NYSDAM is the lead agency for this committee.

E. Planning Assumptions

1. The sheltering, protection, evacuation, and transportation of animals are primarily the responsibility of the animal owner.
2. Any emergency requiring the evacuation and sheltering of humans may also require evacuation and sheltering of household pets. Persons arriving at temporary shelters may arrive with service animals and/or domestic, companion animals considered as household pets.
3. Local chapters of the American Red Cross may not allow domestic pets in general population shelters. Service Animals are always permitted.
4. The identification, activation, and operation of local animal sheltering in response to an emergency or disaster is primarily the responsibility of local officials.
5. Any pre-designated local animal sheltering may be destroyed or rendered inoperable by the disaster, necessitating the identification of alternate shelter sites.
6. It is the general responsibility of county government to establish decontamination protocols for companion animals prior to emergency sheltering.
7. During an emergency, unanticipated, spontaneous emergency animal shelters may open. Spontaneous animal shelters may not have adequate resources to sustain operations and may need to be supplemented with county or State resources.
8. The capabilities and capacity of counties to manage local animal sheltering varies and will impact the amount of assistance available through mutual aid agreements between counties and memorandums of understanding with non-governmental organizations (NGO). Availability of these resources will likely impact the extent of assistance requested of and provided by the State.

9. Delays may occur in obtaining properly trained personnel to staff shelters. Just in time training, which is training held for new volunteers upon arrival, should be offered to new volunteers by the person running the shelter or their designee.
10. Depending on the severity and duration of the event, local shelter sites may need additional supplies and assistance from local, county, NGO, and State resources.
11. The magnitude of a disaster may lead to long-term animal sheltering needs. Some animals may not be reclaimed by owners once the disaster is over and some animals may become strayed.
12. National Veterinary Stockpile (NVS) may be able to provide the veterinary countermeasures, animal vaccines, antivirals, or therapeutic products, supplies, equipment, and response support services that the State, counties, and Tribal Territories need to respond to animal sheltering needs.
13. Assessment, identification, and separation of aggressive animals from the general population may become necessary in an emergency. Experienced handlers and/or behavior specialist may be required.
14. Law enforcement patrols may be required at TEAS sites to ensure the safety and security of staff, volunteers, the general public, pets, supplies, and equipment.

F. Concept of Operations

1. The occurrence of a disaster or emergency warrants the need to provide temporary emergency animal sheltering at the local level. Local governments will establish TEAS to provide for the anticipated needs of individuals with household pets and service animals during the disaster or emergency.
2. Where possible, counties may utilize available regional resources through county-to-county mutual aid or through the establishment of formal memorandums of understanding with NGOs and other resources.
3. State support may be coordinated when a county exhausts available local resources in response to the event.
4. Absent an activation of the State Emergency Operations Center (SEOC), the county emergency manager requesting assistance may notify the appropriate State OEM Regional Office or Agriculture and Markets, who will relay such request to the NYS Watch Center. The NYS Watch Center will notify the OEM Duty Officer of such request. The OEM Duty Officer will consult with the NYSDAM to determine if the request can be accommodated.
5. During a declared State Disaster Emergency or an activation of the SEOC, requests to support TEAS will be received by the SEOC Operations Chief and assigned to the ESF #11 for consideration.

6. The ESF #11 will assess the status of any TEAS being operated and population data of such shelters.
7. The conditions necessitating the implementation of ESF #11 will likely necessitate the implementation and coordination with ESF #6. Sheltering of human populations, including functional needs, is addressed in the ESF #6. ESF #11 will coordinate with ESF #6 in identification of facilities, population census, transport options and the tracking and reunification processes of pets with owners in human shelters.
8. Under Section 28 Paragraph 1 of Article 2-B, The Governor may exercise the authority to declare a State Disaster Emergency. Upon the declaration of a State Disaster Emergency, the Governor may direct any and all State agencies to provide assistance under the coordination of the Disaster Preparedness Commission (DPC).
9. State assistance will be supplemental to local efforts, which may include animal Shelter supplies, veterinary medical, environmental support, animal care, and sheltering.
10. The ESF #11 will be the lead in coordinating with federal Emergency Support Functions: ESF #11 (Agriculture and Natural Resources) as it pertains to all animal-related issues.

G. Legal Authorities

The authority to develop this Annex and implement specific response actions to effectively respond to animals in disaster can be found in a variety of New York State Laws, regulations and federal authorities, including:

1. State Authorities

NYS Executive Law, Article 2B
 NYS Agriculture and Markets Law Article 7, Article 26-B
 NYS Environmental Conservation Law Title 5
 1 NYCRR Part 69

2. Federal Authorities

The Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5196b) as amended by the Pet Evacuation and Transportation Standards Act of 2006, requires that state and local emergency plans take into account the needs of individuals with household pets and service animals before, during, and after an emergency.

Pets Evacuation and Transportation Standard (PETS) ACT (42 U.S.C.A. § 5196a-d) was passed in 2006. The PETS Act directs the administrator of the Federal

Emergency Management Agency (FEMA) to develop emergency preparedness plans and ensure that state and local emergency plans take into account the needs of individuals with pets and service animals during a major disaster or emergency.

H. Appendix Maintenance, Distribution, and Revision Process

The NYS OEM Planning Section has the responsibility for the development, review, and maintenance of all multi-agency response plans under the New York State CEMP. As required under New York State Executive Law Article 2-B, each ESF appendix shall undergo an annual review and update on or before February 15th of each year and be posted online (if applicable) no later than March 31st of each year.

During the annual review by the Planning Section for its material, this plan is examined for both content and format. For updates that do not impact operational mechanisms or processes, the appropriate edits are initiated within the Planning Section and do not warrant external involvement. Plan updates will also be conducted based upon experiences and lessons learned from exercises or real-world events, or through administrative changes in government. Planning Section updates and/or edits affecting operational capabilities, responsibilities, or otherwise impacting operations will engage stakeholders in a variety of ways, such as verbally, by document review, meetings, webinars, or any combination thereof. Final drafts will be socialized to all appropriate agencies/personnel upon completion.

New York State Comprehensive Emergency Management Plan
Emergency Support Function (ESF) #11
Temporary Emergency Animal Sheltering Appendix

Section II: Risk Reduction

A. Preparedness

To some extent, risk reduction measures are taken on an on-going, routine basis. While more risk reduction activities will be implemented in anticipation of an imminent disaster, recent events throughout the world have resulted in additional preparedness measures in a variety of ways.

1. Awareness and Surveillance

- a. Lessons learned from Hurricane Sandy and other emergencies have demonstrated that planning for animals is planning for people. Some people will not evacuate in the face of a hazard out of concern for the needs of their companion animals. The Ready campaign provides awareness and preparedness materials for the public and can be found at www.ready.gov/pets.
- b. The Empire State Animal Response Team (ESART), in concert with the development of a network of county animal response teams, promotes proactive public education to enhance preparedness for animals. These efforts include emphasis on individual responsibility and community preparedness and planning initiatives. The ESART provides preparedness education and information through the NYAlerts website <https://alert.ny.gov/empire-state-animal-response-team>.
- c. In addition, NYSDAM and ESART participate in the State's Aware Prepare program and annual campaign. Aware Prepare provides a platform to post first responder education and training event information and coordinates annual preparedness events, which is located at website address <http://www.nyprepare.gov/aware-prepare/>.

2. Planning and Training

- a. Local plans for temporary emergency animal sheltering support the first level of response across the state. *County Animal Response Team (CART) Status, Planning, and Facilities can be found in attachment 2.*
- b. State plans are designed to supplement sheltering capabilities at the local level. State planning methodology includes the development of an ESF #11

annex and a ESF #6 annex to the State CEMP. This Appendix accompanies both of these documents.

- c. The TEAS Annex is comprised of representatives from the NYSDAM, United States Department of Agriculture, State OEM, State Department of Health, American Red Cross, The American Society for the Prevention of Cruelty to Animals, Cornell Cooperative Extension, Office Temporary and Disability Assistance, and the State Education Department. Some of the agencies represented in the planning work group are also members of the ESF #11 and ESF #6. The involvement of both ESF #6 and ESF #11 ensures that efforts to shelter humans and animals will be coordinated with each other with the goal of sheltering animals as close to their owners as reasonably possible.
- d. As lead agency for the ESF #11 and this Appendix, the NYSDAM has developed an Emergency Response Guide to activate resources in support of requests for state assistance. Member agencies have identified resources available to support state assistance for TEAS.
- e. The Empire State Animal Response Team (ESART) promotes and institutes a variety of training available to state and local government as well as animal welfare and response organizations. This training includes:
 - CART orientation for counties seeking to develop a County Animal Response Team. Online CART orientation can also be used as a basis for “just in time” training for spontaneous volunteers.
 - Regional CART conferences for local CART members and interested volunteers.
 - Specialized workshops focused on aspects of Technical Animal Rescue and sheltering are offered once a year. ESART will also support training efforts of individual CARTs.

3. Shelter Locations

NYSDAM works with other entities to identify facilities that may be accessed for use as TEAS facilities. This is done through an MOU at the county level. Depending on seasonal demands, the State Fair Grounds may be available. If a disaster expands beyond capacity for the State Fair Grounds, a request will be made through the SEOC.

4. Equipment Caches and County Animal Response Teams (CART)

NYSDAM possesses a trailer with a cache of goods and equipment to support a TEAS to house approximately 100 companion animals. Through a request received by the State EOC, the trailer could be deployed to the disaster area or identified shelter area. The trailer has 24/7 access. Deployment may be affected

by identification of a vehicle and driver for transport. ESART trailer contents can be found in Attachment 1: *ESART Trailer Contents*.

New York State Comprehensive Emergency Management Plan
Emergency Support Function (ESF) #11
Temporary Emergency Animal Sheltering Appendix

Section III: Response

A. Overview

In identifying the State’s response actions, it is important to note that during an emergency requiring the sheltering of animals, local regulatory agencies will retain their responsibility and authorities. The role of the State is to provide support to a locally generated response. To provide support effectively, the State response must be proactive in communicating with local officials to identify and fill capability shortfalls; and be prepared to fully utilize and coordinate state and federal assets.

Key considerations and tasks of TEAS include: Proximity of TEAS site to the affected population and general population shelters; animal intake and registration; identification and tracking; medical and behavioral assessment and surveillance; infection control and sanitation; housing and containment; the provision of food, water, and essential medical treatment; site safety and security; reunification and disposition; and demobilization.

The agencies listed in this Appendix also serve as members of ESF #11. Each member agency is responsible for developing and maintaining agency-specific plans which specify how they will carry out their requisite tasks and duties required to meet requests for available resources identified under this Appendix. Each agency has been asked to provide a list of resources and services that they can provide when TEAS coordination and support is requested.

B. Alert, Notification and Activation

Activation of the TEAS Appendix will be as follows:

1. Without SEOC Activation

- a. Absent an activation of the SEOC, the provisions of this appendix may be utilized upon the OEM’s receipt of a request for state assistance from any county emergency management office, or upon NYSDAM receiving a request for assistance.
- b. The NYSDAM may request assistance from other state agencies and non-governmental organizations to support local response activities, including the identification of potential sites that could be used as a TEAS.

2. In Concurrence with SEOC Activation

- a. An event occurs that requires an activation of the SEOC.
- b. Depending on the severity of the event, an EOC level is declared, which may warrant the activation of any or all ESF's, including ESF #11.
- c. All requests for animal sheltering will be made to NYSOEM, through the State EOC, by the requesting county's emergency management office or NYSDAM.
- d. NYSDAM may request assistance from other New York State agencies to support local response activities, including the identification of potential sites that could be used as temporary animal shelters. Additional resources may be contacted and requested if it is determined that the needs are greater than state resources that are available.
 - o Respond to approved requests for state assistance to activate TEAS.
 - o Coordinate resources to meet requests.
 - o Maintain and share an on-going inventory of all known temporary emergency animal shelters via NY Responds (and NSS) as follows: County, municipality and street address (with zip code) where shelter is located (possible GIS/GPS), Shelter point of contact (POC) with phone numbers(s), Sponsoring/Coordinating Organization or Jurisdiction, number of pets/individuals staying at the shelter, un-met needs at this shelter site (un-met needs shall be shared via NY Responds for handling by appropriate agencies), and number of animals (by type) housed at the shelter.
 - o Monitor NY Responds throughout the event to determine short-term and long-term needs and actions.
 - o Plan and prepare for potential requests.
 - o Attend ESF #6 meetings and strategy sessions, to ensure coordination between human and animal sheltering activities.
 - o Prepare for and facilitate any demobilization support.
- e. If Federal assets are deployed in support of the National Response Framework (NRF), ESF #11 will coordinate with the United States Department of Agriculture, the lead agency for Emergency Support Function (ESF) #11.

C. Response Organization/Direction and Control

The State of New York endorses the use of one response organizational structure that will include all responding agencies: local, state and federal. State agencies will be organized under the framework of the National Incident Management System (NIMS) Incident Command System (ICS), as required by Executive Order 26.1 of 2011, and the National Incident Management System (NIMS), as required by Homeland Security Presidential Directive (HSPD) #5. ICS will be incorporated at the local and Federal levels

as well. The over-arching structure of state command and control will be organized as stated in the Volume 2 of the State Comprehensive Emergency Management Plan, *Response and Short-Term Recovery*.

D. Response Agency Roles/Responsibilities

This section reviews existing roles, responsibilities and capabilities of state agencies, Functional branches and groups, and provides an overview of the federal response.

1. Local Government

Local government will be actively involved in the response and should be utilized to the fullest extent possible. Each county, and many local governments, have a comprehensive emergency management plan (CEMP) which provides the framework for the jurisdiction's response to emergencies and disasters. It is anticipated that most counties, if not all, will have established some sort of annex or appendix for pet evacuation, transportation and sheltering. Each locally developed plan will differ in its implementation, its pre-determined response capabilities and animal sheltering capacity. Therefore, it is prudent for the state to conduct timely situational assessment to identify any capability gaps in the response at the local level.

2. Emergency Support Function (ESF) and Support members- Agency-Specific Roles

ESF and group members that are activated in support of a response will collectively utilize the resources available to them in meeting the needs of the operation. The coordinating agency in partnership with the State Office of Emergency Management (SOEM) will coordinate their response to the incident. The ESF will coordinate their actions while keeping in mind the relevant policies and authorities, statutory or otherwise, as outlined in each ESF Annex of the State CEMP.

The ESF #11 coordinating agency will lead the response to requests for emergency animal sheltering and technical assistance support to the SEOC Operations Section Chief. The ESF #11 coordinating agency will submit group reports to the SEOC Planning Section upon request.

The agencies listed below have a mission related to the establishment, support, and maintenance of the TEAS appendix. If additional needs are identified, ESF #11 may request assistance from additional agencies and organizations through the SEOC.

a. Coordinating Agency

NYS Department of Agriculture and Markets (NYSDAM)

New York State Department of Agriculture and Markets encompasses several Divisions and regional offices. Divisions are responsible for carrying out specific public and animal health functions, these include: Food Safety (FS), Milk Control and Dairy Services (MC&DS), Animal Industry (AI), the Food Laboratory (FL), and Soil and Water Conservation (S&W). These Divisions are responsible for services, such as:

- Investigating and diagnose animal health problems and hazards.
- Monitoring and identifying food safety and inspection issues.
- Informing and educating the food industry and the public about food safety issues.
- The promulgation of laws and regulations that protect human and animal health and safety.
- Ensuring a safe and wholesome food supply for consumers.
- Leading the Empire State Animal Response Team.
- Consulting and cooperating with County Animal Response Team (CART) and County OEMs to find and provide sheltering for animals.
- Coordinating with NGOs, such as the ASPCA, to help manage sheltering.

b. Member Agencies

NYS Office of Emergency Management (SOEM)

New York State OEM is responsible for coordination of state-level activities necessary to protect the State from natural and Technological disasters and other emergencies. State OEM coordinates emergency management by providing leadership, planning, education, and resources to protect lives, property, and the environment. In times of emergency or disaster, State OEM coordinates the response of various state agencies to ensure that appropriate resources are dispatched to the impacted areas. State OEM also works with local governments, volunteer organizations, and the private sector throughout the State to develop disaster preparedness plans, mitigation activities, and to provide training and exercise programs.

NYS Department of Health (DOH)

DOH provides coordination and facilitation of services of the department centers and offices. This includes county, district, and regional health partners; the Centers for Environmental Health (CEH); Wadsworth Center; Center for Community Health (CCH); Office of Medicaid Management (OMM); Office of Health Systems Management (OHSM); and Office of Managed Care (OMC). These centers and offices ensure the delivery of services in accordance with the following key public health functions:

- Monitoring and identifying community health problems.
- Investigating and diagnosing health problems and hazards in a community.
- Informing and educating the public about health issues.
- Mobilizing community partnerships to identify and solve health problems.
- Assuring the provision of, and linking citizens to, personal health services.
- Assuring a competent public health and personal health workforce.
- Evaluating personal and population-based health services.
- Developing policies and plans that support individual and community health efforts.
- Promulgating laws and regulations that protect health and safety.
- Facilitating research for new insights and innovative solutions to health problems.

Empire State Animal Response Team (ESART)

ESART is a State-level organization created to develop plans, policies, standards, and support for the successful development, maintenance and implementation of County Animal Response Teams (CARTs). ESART Members represent agencies and organizations which may, under the direction of the NYSDAM, provide resources before, during, and after disasters or emergencies.

American Red Cross (ARC)

The American Red Cross is not a member agency of ESF #11. The American Red Cross is a supporting agency of ESF #6. It is the responsibility of the American Red Cross to help meet the human needs that a disaster has caused. American Red Cross assistance is given to meet the initial disaster-caused needs. These needs may include food, clothing, shelter, and other basic elements for comfort and survival as well as other items determined necessary by the specific disaster situation. All American Red Cross disaster relief assistance is based on the premise that disaster victims are ultimately responsible for their own recovery.

The American Red Cross does not activate or operate pet friendly evacuation shelters or temporary emergency animal shelters but will provide for individual, family, and mass care services for victims of disaster and also for emergency workers in disaster affected areas. Although the American Red Cross does not activate or operate pet friendly evacuation shelters or temporary emergency animal shelters, the American Red Cross will work to coordinate with agencies that do to help ensure both pet and human shelter options are available within the community. The American Red Cross will also help to provide preparedness education for pet owners.

American Society for the Prevention of Cruelty to Animals (ASPCA)

The ASPCA is a 501c3 not-for-profit corporation headquartered in New York City, with additional offices throughout the United States. ASPCA activities are divided into NYC Regional Programs, National Programs, and Communications. Under NYC Regional Programs, the ASPCA provides Animal Cruelty/Humane Law Enforcement, Animal Sheltering, Animal Placement, Mobile Spay/Neuter, and veterinary care at their Bergh Memorial Animal Hospital in Manhattan.

The Disaster Readiness department is situated under ASPCA National Programs. This department provides support and guidance in animal emergency and disaster management to Federal, State, county, and local government agencies, non-governmental organizations, associations, and the public.

During an emergency the ASPCA may provide assistance in conducting needs assessments; provide operational or technical support and guidance; provide public information approved by the JIC and PIO; and assist in securing and coordinating resources from outside support agencies and organizations, as needed.

Cornell Cooperative Extension (CCE)

Cornell Cooperative Extension (CCE) connects the research knowledge of Cornell University to individuals, communities, and families in New York to enhance their economic well-being and quality of life. CCE's educational system enables people to improve their lives and communities through partnerships that put experience and knowledge to work. As the State's land-grant university, Cornell has the special privilege and responsibility to address pressing state and national needs. Faculty and academic staff affiliated with the College of Agriculture and Life Sciences, College of Human Ecology, and College of Veterinary Medicine work collaboratively with professional educators who serve local communities in each of the 57 counties and five boroughs of New York City to address these needs. CCE offers programs to urban, suburban, and rural audiences in five broad areas: Agricultural and Food Systems; Children, Youth and Families; Community and Economic Vitality; Environment and Natural Resources; and Nutrition, Health, and Safety. Cornell Cooperative Extension will assist in the implementation of this appendix by helping to identify potential temporary emergency animal shelter sites, volunteers, and resources for the shelters, and by disseminating information to the general public.

New York State Education Department (SED)

The New York State Education Department is the coordinating agency for State University of New York (SUNY). The State Education Department is

not a member agency of the ESF #11 but is a member of the ESF #6 and is the lead agency for temporary sheltering. Most pre-designated general population temporary shelters throughout the state are located in SUNY facilities. SUNY includes: over 7,000 public and private elementary and secondary schools; 248 public and private colleges and universities; 251 proprietary (for-profit) schools; nearly 7,000 libraries; 750 museums; the State Archives; vocational rehabilitation and other services for adults with disabilities; special education services for pre-school and school-age children and teenagers; a special School for the Blind; a special School for the Deaf; 25 public broadcasting facilities, including seven public television stations; more than half a million professionals practicing in 47 licensed professions, including pharmacy, architecture, and nursing; and 200,000 certified public school teachers and administrators. The State Education Department may be able to assist in the identification of Boards of Cooperative Educational Services (BOCES) programs in that state with animal-related programs that could serve as local resources.

3. State/Federal Coordination under the National Response Framework (NRF)

Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA)

The Department of Homeland Security (DHS)/Federal Emergency Management Agency (FEMA) may implement the National Response Framework, which provides a mechanism for organizing, coordinating, and mobilizing federal resources to augment state and local resources.

Under the National Response Framework, DHS/FEMA may employ a variety of Emergency Support Functions (ESFs) for coordinating response and recovery activities. Support for animal response issues will be contained in several ESFs as well as in the base plan. ESF #11, Agriculture and Natural Resources, is anticipated to be the lead ESF for animal response.

In New York State, ESF #11 will be the lead in coordinating with the United States Department of Agriculture as co-lead of ESF #11.

New York State Comprehensive Emergency Management Plan
Emergency Support Function (ESF) #11
Temporary Emergency Animal Sheltering Appendix

Section IV: Recovery

A. Overview

The need for TEAS will likely conclude concurrently with the demobilization of general population and functional medical needs shelters. However, due to human losses, property losses, the intake of strayed animals, and other unforeseen conditions, some animals housed in temporary emergency animal shelters may require long term sheltering or other arrangements.

B. Demobilization of the State Response

As the disaster or emergency subsides and the SEOC demobilizes, several actions or activities may be realized, including:

- Local emergency management officials and authorized sponsors of local animal shelter facilities may continue to maintain shelters for a period of time determined by such officials.
- Upon demobilization of local animal shelter facilities, animals that are not claimed or identified as owned will be turned over to local municipal shelters or duly incorporated humane societies or SPCA's, and their disposition will be handled in accordance with New York State Law.
- The ESF #11 Coordinating agency, or designee, shall canvas the responding agencies and organizations supporting animal shelter operations to determine whether, based on their open and anticipated event-related missions, their presence in the SEOC may be discontinued.
- Once it is determined that a continuing presence of ESF #11 in the SEOC may not be needed, demobilization actions may commence.
- Responding agencies and organizations shall provide the coordinating agency, or designee, with a concise report of their accomplishments and un-met needs during the activation.
- Such reports shall be combined to create an overall animal sheltering report to be submitted by ESF #11 coordinating agency via NYResponds. This report will be made available to the Operations Section Chief and Planning Section.
- On-going animal sheltering activities will be reported to ESF #11 until completion of all animal sheltering missions.

C. The Recovery Process

1. Funding and Compensation

Whenever the Governor finds that a disaster has occurred or may be imminent and local capabilities may be exceeded, the Governor may declare a State Disaster Emergency. Whenever the Governor finds that the event is of such severity and magnitude that the State will be overwhelmed, the Governor can request federal assistance.

The State Comprehensive Emergency Management Plan outlines the disaster relief funding and programs that would be applicable for an incident of this type. Included are provisions for Public Assistance (PA) and Individual Assistance (IA), which would aid in supporting government response operations and provide some recovery assistance for individuals and their families, businesses and sectors identified in the preceding pages. The implementation of the recovery process is identified in Volume 2 of the State CEMP – *Response and Short-Term Recovery*.

DHS/FEMA has currently established a Disaster Assistance Policy (DAP9523.19) for claims under the Public Assistance program for activities related to evacuation, sheltering, and transportation of animals in accordance with the Federal PETS Act.

Additional recovery programs can be found in Volume-3 of the State CEMP, *Long-Term Recovery*.

Attachments

Attachment 1: ESART Trailer Contents

Attachment 2: 2019 County/CART Planning Efforts

Attachment 3: List of References used in Plan Development

Attachment 4: Glossary and List of Acronyms

Attachment 1

ESART Trailer Contents

ESART Trailer Contents 7/1/2018			
Count	Name	Description	Total items per
1	Wheel Barrel	Black	1
2	Hand Truck	Green	1
2	Hand Cart	Folding, Black	1
2	Folding Table	fold up, 6'	1
8	Folding Chair	Steel	1
2	Anti-Fatigue Matt	Blk, 2 X 3 rubber matt	1
1	Drink Cooler/Dispenser	5 gallon, Orange	1
5	Box Fan	20", White	1
5	Surge Protector	6 Outlet	1
1	Extension Cord	100'	1
1	Extension Cord	25'	1
1	Extension Cord	50'	1
4	Halogen Light	500 Watt, Free-standing, Dual, Yellow	1
1	Lead Light		1
1	Light Bulb		2pk
1	Generator	15hp, 8000 watts	1
1	Generator Oil	4 quart	1
1	Grease Gun		1
1	Grease Canister	Tube	1
1	WD 40	Lubricant	1 can
1	Fuel Can	5 Gallon, Red	1
1	Fire Extinguisher	Kidde	1
1	Tool Box	Blk, Yellow	1
1	Cordless Drill		1
1	Screw Driver set	10 Piece, assorted	10 pk
1	Socket Set	40 piece, assorted	40 pc
1	Hack saw		1
1	Hack Saw Blade		1
1	Staple Gun		1
1 bx	Staples		1bx
1	Plier Set	5 piece set	5 pc
1	Adjustable Wrench Set	5 piece set	5pc
1	Adjustable Wrench Set	2 piece set	2 pc
1	Hammer		1
1	Tape Measure	30'	1
1	Tape Measure	100'	1
1	Fence Pliers		1
1	Bolt Cutter		1
1	Sprayer	hand pump, 3 gal.	1
1	Hose	50'	1
1	Hose	100'	1

2	Hose Nozzle	brass	1
5	Water bucket	Blue	1
1	Pitch Fork		1
1	Shovel		1
4	Broom		1
4	Bucket	5 gallon, Orange	1
2 bx	Trash Bags	Extra Large	54 count
1	Dust pan	Blk	1
1	Wet-dry Vac	14 gallon	1
2?	Tarp	19' X 29.5', Blue	1
3	Tarp	15.1' X 23.3', Blue	1
2	Tarp	38.5' X 52.5', Blue	1
3	Duct Tape	55 yards, Silver	1 roll
2	Nylon Rope	1/4" X 100', white	1
1	Nylon Rope	1/2" x 50', white	1
1	Nylon Rope	3/8 X 100', White	1
1 bx	Bungee Cords	Assorted sizes	36 pk
1	Bungee Cords	24"	4 pk
4	Flash Light	D cell Battery	1
4	Flash light	6 Volt battery	1
4	Traffic Cone	Orange	1
1	Caution Tape	1000', Yellow	1 roll
5	Safety Vest	Reflective	1
2	Safety Goggles	plastic	1
4pk	Gloves	Cotton, Blk	6 pair/pk
5	Hard Hat	White, plastic	1
5	2-Way Radio		2pk
1	Weather Radio		1
1	Digital thermometer		1
2pk	Neck bands/Collars	20", assorted colors	500ct/pk
2pk	Animal Control Leads	Nylon, Blue/Wht	12ct/pk
1	Gauntlet Gloves	Leather	1
2	Exercise pen	Foldable Coral, 3' X ?	1
1 pk	Zip Ties	14"	500
1 roll	Barrier Fencing	Orange 100'	1
6	Horse Halter	Nylon, Red, Lrg.	1
6	Lead Rope	10', Cotton, 3-Red, 3-Blk	1
2	Horse Halter	Small, nylon, Blk	1
4	Slip Halter	Nylon, Red	1
2	Feed Bucket	Red	1
5	Feed Pan	Black	1

Attachment 2

2020 County/CART Planning Efforts

County	Animal Emergency Plan	Shelter/s Identified (Location)	Capacity	*Supplies Available	Cart Status	Boats or Water Rescue	Large Animal Rescue	Decon. Capable
Albany	N/R							
Allegany	N/R							
Broome	N/R							
Cattaraugus	N/R							
Cayuga	N/A	N/A	N/A	N/A	N/A	No	No	No
Chautauqua	Yes	Yes	50	S	No	No	No	No
Chemung	Yes	Yes	200	S	N/A	No	No	No
Chenango	No	No	N/A	No	No	No	No	No
Clinton	Yes	Yes	100	Yes	Yes	No	No	No
Columbia	Yes	Yes	100	S	Yes	No	No	N/A
Cortland	No	No	N/A	No	No	No	No	N/A
Delaware	NO	Yes	50	Yes	Yes	No	No	No
Dutchess	Yes	Yes	50	Yes	Yes	Yes	Yes	No
Erie	Yes	No	Yes	Yes	Yes	No	Yes	No
Essex	NO	Yes	50	Yes	Yes	No	Yes	No
Franklin*	Yes	Yes	50	S	Yes	No	No	No
Fulton	N/R	No	N/A	Yes	No	No	No	No
Genesee	Yes	Yes	100	S	Yes	No	No	No
Greene	Yes	Yes	50	S	No	No	No	No
Hamilton	Yes	Yes	50	S	No	No	No	No
Herkimer	No	No	N/A	No	No	No	No	No
Jefferson	N/R	Yes	60	Yes	Yes	No	No	No
Lewis	Yes	Yes	50	Yes	Yes	No	Yes	No
Livingston	Yes	Yes	50	Yes	Yes	No	No	No
Madison	Yes	No	No	No	No	No	No	No
Monroe	Yes	Yes	50	S	Yes	No	Yes	No
Montgomery	N/R							
Nassau	Yes	Yes	201+	Yes	Yes	No	Yes	No
Niagara	Yes	Yes	200	Yes	Yes	No	Yes	No
Oneida	Yes	Yes	50	S	Yes	No	No	No
Onondaga	Yes	Yes	100	Yes	Yes	No	Yes	No
Ontario	Yes	Yes	100	S	Yes	No	Yes	No
Orange	Yes	Yes	100	Yes	Yes	No	Yes	No
Orleans	N/R							
Oswego	No	No	N/A	Yes	N/A	No	No	No
Otsego	No	No	1-50	Yes	No	No	No	No
Putnam	N/A							

Rensselaer	N/R							
Rockland	Yes	Yes	1-50	S	Yes	No	Yes	No
St. Lawrence	Yes	No	N/A	Yes	Yes	No	N/A	No
Saratoga	N/R							
Schenectady	N/R							
Schoharie	Yes	Yes	50	Yes	Yes	Yes	Yes	No
Schuyler	Yes	Yes	1-50	S	No	No	No	No
Seneca	N/R	Yes	N/A	N/A	Yes	No	No	No
Steuben	Yes	Yes	100	S	No	No	Yes	No
Suffolk	Yes	N/A	N/A	N/A	N/A	No	No	No
Sullivan	No	No	N/A	N/A	No	No	No	No
Tioga	Yes	Yes	51-100	S	Yes	No	No	No
Tompkins	No	No	No	No	Yes	No	No	No
Ulster	Yes	Yes	1-50	S	Yes	No	No	No
Warren	No	Yes	1-50	S	Yes	No	No	No
Washington	Yes	Yes	1-50	S	Yes	No	Yes	No
Wayne	N/R							
Westchester	No	Yes	1-50	S	No	No	No	No
Wyoming	Yes	Yes	1-50	S	No	No	No	No
Yates	Yes	Yes	51-100	S	Yes	N/A	Yes	N/A
New York City	Yes	Yes	201+	S	Yes	N/R	N/R	N/R

*S means small animal, L means Large animal

Attachment 3

List of References Used in Plan Development

The following is a list of state and federal documents that were used in the preparation of this Annex:

1. The New York State Comprehensive Emergency Management Plan (CEMP):

Volume 2: Response and Short-Term Recovery

- ESF #11 Agriculture and Natural Resources
- ESF #8 Public Health and Medical Services
- ESF #6 Mass Care, Emergency Assistance, Housing, and Human Services
- ESF #13 Public Safety and Security

Volume 3: Long-Term Recovery Plan

2. National Response Framework; as amended
3. Homeland Security Presidential Directive (HSPD) # 5 – Management of Domestic Incidents; February 2003
4. U. S. Pet Ownership & Demographic Sourcebook, American Veterinary Medical Association. 2002.
5. NYS Executive Law, Article 2B
6. NYS Agriculture and Markets Law
7. NYS Environmental Conservation Law
8. The Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5196b) as amended by the Pets Evacuation and Transportation Standards Act of 2006, requires that State and local emergency plans take into account the needs of individuals with pets and service animals before, during, and after an emergency.
9. DHS/FEMA National Response Framework
10. FEMA Disaster Assistance Policy DAP9523.19

Attachment 4

Glossary and List of Acronyms

American Society for the Prevention of Cruelty to Animals (ASPCA) - The ASPCA was founded in New York City in 1866 to prevent cruelty to animals in the United States. The ASPCA has been headquartered in New York City since its founding and maintains a strong local presence, but with the gradual addition of programs and staff that extend its anti-cruelty mission across the country, the ASPCA is now recognized as a national animal welfare organization. ASPCA activities are divided into NYC Regional Programs, National Programs, and Communications and Support. The ASPCA is a privately funded 501(c) (3) not-for-profit corporation.

Companion Animal – Companion animals include those animals that may be found as domesticated pets. **It is assumed that this plan will not provide for the sheltering of aggressive animals that may pose a threat to humans or other animals.**

County Animal Response Teams (CARTS) – These teams include individuals that have received training in the Incident Command System, National Incident Management System, and HAZMAT Awareness, and have agreed to volunteer their time to assist animals impacted by disasters. Some team members may have additional specialized training in various animal disaster response related functions. These teams are only activated at the request of the County Emergency Management and serve as an asset to emergency management. The CART is integrated into the incident command system. All team members have signed a Code of Conduct establishing basic rules and expectations for volunteers and all individuals are credentialed with some form of CART ID by local emergency management or NYS DAM.

Empire State Animal Response Team (ESART) - Is a state-level organization created to develop plans, policies, standards and support for the successful development, maintenance and implementation of County Animal Response Teams (CARTs). ESART Members represent agencies and organizations which may, under the direction of the State Department of Agriculture and Markets, provide resources before, during and after disasters or emergencies. ESART's Program Partners may also represent agencies and organizations that could be called upon by the Department of Agriculture and Markets to assist or support a disaster or emergency operation.

ESART Members – Are those agencies, organizations, businesses and individuals participating/represented on the Empire State Animal Response Team Steering Committee.

ESART Program Partners – Are those agencies, organizations, businesses and individuals that have been invited by the ESART Steering Committee to work on ESART program projects.

Host Shelters – Facilities recognized and currently operating as an animal shelter that house animals displaced or evacuated from affected animal shelters.

Household Pet – As defined by FEMA, 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.

Pet-friendly Evacuation Sheltering – This type of sheltering allows humans and their companion animals to co-locate in the same room, facility, or campus. This allows for the owners of companion animals to provide for the care and needs of their animals which reduces the need for volunteers and other resources. Pet-friendly evacuation sheltering may include the use of commercial facilities, such as pet-friendly motels and hotels.

Service Animal – As defined by FEMA, is any guide dog, signal dog, or other animal individually trained to provide assistance to an individual with a disability including, but not limited to, guiding individuals with impaired vision, alerting individuals with impaired hearing to intruders or sounds, providing minimal protection or rescue work, pulling a wheelchair, or fetching dropped items. According to the Americans with Disabilities Act (ADA), a service animal is any animal individually trained to provide assistance to an individual with a disability. If they meet this definition, animals are considered service animals regardless of whether they have been licensed or certified by a State or local government.

Society for the Prevention of Cruelty to Animals (SPCA) - ‘SPCA’ like ‘Humane Society’ and ‘Anti-Cruelty Society,’ is a generic term. SPCA's and humane societies generally have no affiliation with each other or necessarily any similarity of policies and procedures. ‘SPCA’ and ‘humane society’ are often interchangeable terms, but ‘SPCA’ sometimes, but not always, implies a law enforcement capability.

Temporary Emergency Animal Shelters (TEAS) – This type of shelter provides care and housing to animals that cannot be housed in the same sheltering facilities as their owners. This may also include companion animals recovered or evacuated from impacted areas for their own safety and whose owners may not have been identified. The length of time the shelter is needed will depend on the size and scope of the disaster. Shelters may be managed or staffed by local municipalities, by approved Non-Governmental Organizations or by County Animal Response Teams (CARTS).