



District of Coldstream
Mass Carcass Disposal
Discussion Based Exercise

Jan 27, 2011

After Action Report



Report developed by:



Emergency Management Division

Funding provided by:



Administrative Handling Instructions

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Disclaimer

The Investment Agriculture Foundation of BC, the BC Ministry of Agriculture and Agriculture and Agri-Food Canada (AAFC) are pleased to participate in the delivery of this exercise funded through the Livestock Waste Tissue Initiative (LWTI). We are committed to working with our industry partners to address issues of importance to the agriculture and agri-food industry in British Columbia. Opinions expressed in this report, are those of the authors and not necessarily those of the Investment Agriculture Foundation, the B.C. Ministry of Agriculture or Agriculture and Agri-Food Canada.

EXECUTIVE SUMMARY

On January 27th 2011, a discussion based exercise was held in Coldstream involving 30 participants from a wide range of agricultural stakeholder groups and agencies. The purpose of this exercise was to have participants explore and discuss how the Coldstream Farmed Animal Carcass Emergency Plan could be utilized to provide a framework for carcass disposal operations in an emergency situation. In this regard, participants offered their feedback about the plan as well as providing insight into additional issues that may arise during a mass carcass disposal emergency.

A number of recommendations came out of the exercise discussions. These recommendations may be put in place in order to resolve issues related to mass carcass disposal.

Where one or more “Responsible Agencies” have been identified, it is not to bind these agencies to completing these tasks. Instead, these agencies have been deemed by the exercise participants to be the most appropriate or best prepared to complete the identified task

Priority 1 Recommendations

These recommendations are one of the following: a) highest priority b) lower priority but relatively easy to accomplish c) those where additional funding is available to complete.

1. Develop call out procedures for trained first responders for animal transportation accidents (create livestock emergency response teams). There needs to be consideration of liability protection for members of these livestock emergency response teams. Provide extra training in livestock emergency response to increase the numbers of trained first responders.

Responsible Agencies: Producer/Industry Associations, District of Coldstream, Emergency Management BC (EMBC), Canadian Food Inspection Agency (CFIA), BC Ministry of Agriculture (AGRI). BC Farm Animal Care Council

2. Revise current Coldstream FAMCDEP utilizing information shared during exercise.

Responsible Agency: District of Coldstream, AGRI, CFIA

3. Review/revise and distribute the shortened Coldstream FAMCDEP reference guide which contains the key Coldstream FAMCDEP information such as checklists, contact lists, resource lists, appropriate burial methods, etc

Responsible Agency: District of Coldstream

4. Develop a “Plan B” for the disposal of bovine carcasses in situations where rendering (“Plan A”) is not possible (e.g. carcasses being diseased, contaminated or too long deceased). There were two suggestions in terms of developing Plan B:
 - a. Pre-determine suitable emergency burial sites within the region that meet Canadian Food Inspection Agency and Ministry of Environment regulations.

Responsible Agency: District of Coldstream, IAF

- b. Pre-determine suitable emergency composting sites within the region that meet Canadian Food Inspection Agency and Ministry of Environment regulations for those sites

Responsible Agency: District of Coldstream, IAF

5. Send contact list from exercise out to all participants.

Responsible Agency: District of Coldstream

Priority 2 Recommendations

These recommendations are either lower priority or will take considerable time/resources to complete

6. Inform public and local elected officials of the importance of supporting local producers in developing solutions to mass carcass disposal emergencies in order to maintain a viable local agriculture community.

Responsible Agencies: Producer/Industry Associations, related industries, other agencies involved in agriculture in region

7. Research the possibility of local abattoir staff assisting during a farm animal mass carcass emergency.

Responsible Agencies: District of Coldstream, local abattoirs

8. Combine the recommendations from all the mass carcass disposal exercises being held in BC and send them to the participants.

Responsible Agency: IAF

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PART 1 – EXERCISE OVERVIEW

A. Date and Location

The District of Coldstream Mass Carcass Disposal Exercise was held on January 27, 2011 at the Coldstream Firehall Training Room.

B. Scenario

The scenario was a cattle liner accident during a very warm May long weekend on Hwy 6 at Gray Road resulting in a requirement for mass carcass disposal of cattle.

While the exercise scenario was a cattle liner accident the discussion covered mass carcass disposal for other risks outlined in the plan (flood, wildfire, disease, etc)

C. Type of Exercise

This exercise is best described as a Hybrid Workshop –Tabletop exercise.

This exercise utilized a scenario to guide a large group discussion creating a unique training and exercise experience, allowing participants to explore and provide feedback on the Farmed Animal Mass Carcass Disposal Emergency Plan.

In addition, the scenario and questions were sent to the participants before the exercise for them to review and prepare.

D. Purpose of Exercise

The purpose of this exercise is to explore and discuss the following emergency operations as outlined in the District of Coldstream Farmed Animal Carcass Emergency Plan (Coldstream FAMCDEP):

- Concept of operations for mass carcass disposal operations
- Methodologies for carcass disposal
- Resources for carcass disposal
- Compensation and recovery

by involving the following players:

- District of Coldstream Staff
- Participants from other, member local authorities of the North Okanagan Emergency Program, (NOEM): Armstrong, Enderby, Lumby, Spallumcheen, Regional District of the North Okanagan and Vernon
- Regional waste management staff

- Producers
 - Dairy Farmers
 - Cattle Farmers
- Industry
 - BC Milk Producers Association
 - BC Cattleman's Association
 - BC Farm Animal Care Council
 - Local Veterinarians
 - Ownership Identification Inc. (OII – Brand Inspectors)
 - West Coast Reductions
 - Cattle haulers
 - Insurance Providers
- SPCA
- BC Ministry of Agriculture (AGRI)
- Ministry of Environment (MOE)
- Emergency Management BC (EMBC)
- BC Ministry of Transportation and Infrastructure
- Interior Health
- Canadian Food Inspection Agency (CFIA)
- Investment Agriculture Foundation

in a tabletop/workshop exercise utilizing a cattle liner accident scenario in the District of Coldstream.

E. Exercise Objectives

1. Review activation procedures of Coldstream FAMCDEP
 - Expected actions
 - Discuss when the FAMCDEP would be activated
 - List who could activate
 - Outline steps taken to activate
 - Determine if activation process in plan realistically outlines what would happen
2. Validate the concept of operations for disposal operations as outlined in the Coldstream FAMCDEP
 - Expected Actions
 - Identify roles and responsibilities for a mass carcass disposal event
 - List tasks that need to be completed
 - Outline the response structure for a FAD and non FAD response
 - Discuss the safety and environmental issues
 - Outline how media information will be developed and disseminated

3. Review and assess methodologies and resources for mass carcass disposal as outlined in the Coldstream FAMCDEP
 - o Expected Actions
 - Define the disposal methods that are available
 - Discuss the issues that are related to disposal of bovine carcasses
4. Identify any potential improvements to the Coldstream FAMCDEP
 - o Expected Actions
 - Identify any areas where improvements can be made to the Coldstream FAMCDEP
5. Develop recommendations for solving the resource shortfalls and disposal challenges listed in Coldstream FAMCDEP
 - o Expected Actions
 - List resources needed for disposal
 - Identify resource shortfalls
 - Identify solutions to the resource shortfalls
 - List disposal challenges
 - Identify solutions to disposal challenges
6. Review framework used for compensation and recovery
 - o Expected Actions
 - Identify who would pay for the different components of the carcass disposal operation
 - Outline the process for private or government support (provincial or federal)
 - List what records must be kept

F. Exercise Evaluation

The exercise was not formally evaluated, as its purpose was simply to provide a venue to carry out specific conversations. During these conversations, key points were captured on a flip chart. Additionally, all exercise participants were provided the opportunity to complete a Participant Feedback Form which solicited written feedback on the Farmed Animal Mass Carcass Disposal Emergency Plan as well as on the design of the exercise.

G. Participant Attendance

There were 30 participants to the exercise. The attendees are listed in Appendix A

H. Exercise Conduct

The scenario was provided to the participants by means of PowerPoint slides after which a series of questions were asked to guide the discussion. Participants responded as to what they or their agency would be doing. It was run as a large group discussion. The scenario and questions are available from the Coldstream Emergency Manager listed on page 2.

PART 2 – EVALUATION

A. Overview

As mentioned previously, the purpose of this exercise was to have participants explore and discuss how the Coldstream Farmed Animal Carcass Emergency Plan could be used to provide a framework for carcass disposal operations. In this regard, participants offered their feedback about the plan as well as providing insight into additional issues that may arise during a mass carcass disposal event

Most, if not all, the expected actions within each objective of the exercise were realized during the exercise therefore the exercise met its objectives. The following are some recommendations that resulted from the discussions during the exercise.

B. Recommendations

Based on the input from participants a number of recommendations have been developed. These have been grouped into two priority groups. Priority One recommendations are those that are high priority or may be lower priority but are easy to accomplish or are ones where additional funding is available. Priority Two recommendations are either lower priority or high priority but will take considerable time/resources to accomplish

Please note: This document does not serve to bind participating agencies to complete these actions; rather, these actions have been identified as addressing a problem, issue or request arising from participant conversations and subsequent exercise design team analysis.

Where one or more “Responsible Agencies” have been identified, it is not to bind these agencies to completing these tasks. Instead, these agencies have been deemed by the exercise design team to be most the most appropriate or best prepared to complete the identified task.

Priority 1 Recommendations

These recommendations are one of the following: a) highest priority b) lower priority but relatively easy to accomplish c) those where additional funding is available.

- 1. Develop call out procedures for trained first responders for animal transportation accidents (create livestock emergency response teams). There needs to be consideration of liability protection for members of these livestock emergency response teams. Provide extra training in livestock emergency response to increase the numbers of trained first responders.**

While the focus of the exercise was on farm animal mass carcass disposal there was a discussion on first response to an animal transportation accident (livestock emergency response). The importance of all the first responders having some training/experience in handling animals in transportation accidents for their safety was identified. Training courses have been held in BC covering proper procedures for first response (removal of trapped animals, etc) however it was felt that training additional people would be beneficial. The livestock emergency response courses are offered through the BC Farm Animal Care Council.

In addition, it was felt that call out procedures for activating the trained/experienced people need to be developed. These call out procedures would be useful to have at fire departments, RCMP detachments and at the EMBC Emergency Coordination Centre. Liability coverage for these livestock emergency response personnel, especially if volunteers, was brought up as a concern.

Responsible Agencies: Producer/Industry Associations, District of Coldstream, EMBC, CFIA, AGRI. BC Farm Animal Care Council.

- 2. Revise current Coldstream FAMCDEP utilizing information shared during exercise.**

- Revise plan to have shipping to rendering plant as first option to consideration for mass carcass disposal.
- Most current protocols/regulations for burial/composting from MOE, AGRI, CFIA
- Define roles and responsibilities more in plan
- Include farmers in resource additions to plan
- Further information on how the drugs used for euthanizing animals impacts the suitability of the carcasses for rendering. – Current CFIA registered euthanizing drugs are broken down in the rendering process so carcasses are suitable for rendering.
- Include contacts for SRM pick up in Coldstream plan
 - Interior Agri Solutions (Eric Wakeford)
 - 403 601 5363
 - 403 333 8190
 - West Coast Reductions (Kevin Wise)
 - 604 861 3283
 - 604 252 2067

- Have all contact numbers on one page
- Include information on role of Recovery Team in:
 - support for stress, practices to maintain mental health, Critical Incident Stress Debriefing(CISD) for farmers/responders
 - Donation management

Responsible Agency: District of Coldstream, AGRI, CFIA

3. Review/revise and distribute the shortened Coldstream FAMCDEP reference guide which contains the key Coldstream FAMCDEP information such as checklists, contact lists, resource lists, appropriate burial methods, etc

It was brought to the participant's attention that a reference summary of the Coldstream FAMCDEP has been created and is part of the larger Coldstream Emergency response plan. The reference plan should be reviewed to ensure it contains:

- Any revisions from the exercise, see recommendation 2
- Checklist (key response steps)
- Resource lists
- Key contacts
- Appropriate burial methods and practices (or who to contact to get the information)
- Acceptable methods of disinfection (or who to contact to get the information)

The concise reference guide could then be made available to producers and agencies.

Responsible Agency: District of Coldstream

4. Develop a "Plan B" for the disposal of bovine carcasses in situations where rendering ("Plan A") is not possible (e.g. carcasses diseased, contaminated or too long deceased).. There were two suggestions in terms of developing Plan B:

- a. **Pre-determine suitable emergency burial sites within the region that meet Canadian Food Inspection Agency and Ministry of Environment regulations.**

The "Coldstream - Farmed Animal Carcass Disposal Emergency Plan" provides an overview of the site selection requirements when identifying a suitable location for the burial of carcasses. However, the plan stops short of actually identifying where these suitable locations exist to meet MOE and CFIA regulations. Pre-determining these sites has the potential to mitigate the environmental and health risks of having to determine these sites quickly during an actual crisis.

If the Coldstream determines that this is the strategy they would like to follow there is funding available from the IAF to conduct the GIS/soil analysis studies to find suitable burial sites.

Responsible Agency: District of Coldstream, IAF

b. Pre-determine suitable emergency composting sites within the region that meet Canadian Food Inspection Agency and Ministry of Environment regulations for those sites

While the finished compost is still considered SRM it does buy some time and reduce the volume of SRM material to be dealt with. It was felt that pre-determining some sites for composting would be helpful although it was noted that there was public opposition to garden waste composting sites.

Responsible Agency: District of Coldstream, IAF

5. Send contact list from exercise out to all participants.

One of the key accomplishments of the exercise was the familiarization of the stakeholder agency staff with each other. This will be extremely valuable if an emergency situation ever occurs. The importance of contact lists and the challenge of keeping them up to date was discussed. Sending out the contact sheet from this exercise was requested to assist everyone in maintaining their contact lists.

Responsible Agency: District of Coldstream

Priority 2 Recommendations

These recommendations are either lower priority or will take considerable time/resources to complete

6. Inform public and local elected officials of the importance of supporting local producers in developing solutions to mass carcass disposal emergencies in order to maintain a viable local agriculture community.

The challenge of finding solutions and communicating the solutions to the public at large as well as elected officials was discussed. It was recognized that finding solutions to some of these emergencies is not easy however waiting until the emergency to occur to find solutions was not seen as an appropriate response either.

The importance of producers, producer organizations and other agencies involved in agriculture informing the public and elected officials of the challenges producers face is key to finding solutions to carcass disposal. The local government needs to be able to allocate

staff time to assist with finding solutions and the public needs to be agreeable to the solutions found.

Responsible Agencies: Producer/Industry Associations, related industries, other agencies involved in agriculture in region

7. Research the possibility of local abattoir staff assisting during a farm animal mass carcass emergency.

The possibility of staff at local abattoirs assisting with euthanasia (if required) and who may be able, under certain circumstances, to salvage some of the meat was discussed as this had happened at an actual event in the region. It was thought that these staff could be approached as being part of the resource call out list for the Coldstream FAMCDEP.

Responsible Agencies: District of Coldstream, local abattoirs

8. Combine the recommendations from all the mass carcass disposal exercises being held in BC and send them to the participants.

It was suggested to combine all the recommendations from the mass carcass disposal exercises that have already occurred or will occur in BC and distributing them to the participants. This would be beneficial to many participants as there are differing discussions/recommendations occurring in each exercise.

Responsible Agency: IAF

9. Research a specific situation discussed at the exercise to determine if that incident impacts burial protocols that have been developed.

There was discussion on how past burial sites have been viewed with an example given of a site possibly being called “contaminated”. Further research into that specific incident determined that the site was not called “contaminated”. Ministry of Environment staff indicated that landfilling carcasses following the approved protocols that have been developed by MOE, AGRI, and CFIA would not result in pollution and the site would not be labeled as a contaminated site.

This recommendation is now considered completed

C. Participant Feedback on Response

What is your assessment of the response efforts discussed during the exercise?

*Please rate, on a scale of 1 to 5, your overall assessment of the response efforts relative to the statements provided below, with 1 indicating **strong disagreement** with the statement and 5 indicating **strong agreement**.*

<u>Assessment Factor</u>	Rating of Agreement					Average of Responses
	<i>Strongly Disagree</i>				<i>Strongly Agree</i>	
a. The roles and responsibilities during a farm animal mass carcass event are well defined	1	2	3	4	5	3.4
b. It is clear which tasks need to be completed to deal with a farm animal mass carcass event	1	2	3	4	5	3.6
c. There is a straightforward process for determining which methodology would be best for dealing with a farm animal mass carcass event.	1	2	3	4	5	2.5
d. There are sufficient resources available for dealing with a farm animal mass carcass event.	1	2	3	4	5	2.6

Comments on any of the above assessment factors:

Comments

- This exercise highlighted the coordination required amongst agencies and that some areas need further definition
- Roles and responsibilities need to be defined rather than inferred i.e. Why would agency XYZ be interested and what authority do they have. This would also help for gap analysis
- Regardless of social/political “guesses” we need to pursue the physical and technical elements of locating burial and composting sites
- Smaller emergencies will be alright. Need to develop better plans for bigger events

2. What areas of the response to a farm animal mass carcass disposal event need further research, resources or methodologies?

- Approved disposal sites
- Location (s) where carcasses can be disposed of
- Disposal
- Who does what during an event – it will depend upon the severity
- Education
- Establishing protocols
- Liability insurance coverage for those attending
- How to communicate with the public. This seems to be the biggest stumbling block to all disposal options
- Site options
- Plan B – sites for disposal
- Local response training
- Where the animals are trucked to
- Disposal of SRM
- SRM disposal for interior
- Local disposal/composting sites
- Proper disposal of SRM's in emergencies
- Areas were identified and recorded on the flipchart paper during exercise

3. What improvements/changes could be made to the RDCK Farm Animal Mass Carcass Disposal Plan.

- How, where approved
- Keep contacts up to date
- Switch priority of disposal to trucking from compost
- List of contacts for first responders with the roles and responsibilities
- 1st response to scene is good, 2nd level needs to be coordinated (MOE, CFIA, SPCA, OII, COS, AGRI, Livestock Association and....= potential confusion and/or conflicts)
- Identify sites for disposal/composting before an incident
- Clearer answers on how to deal with deads
- None

4. What further exercises or training could be done to better prepare for a farm animal mass carcass disposal event

- Mock exercises
- Include activation of EOC
- Create first responder teams to get to site (required training)
- Annual seminar to update
- More workshops of this nature throughout the province
- This is good. A real event will be unique but this was good
- Time of first ops period clearly articulated from scene arrival to disposal processing

D. Participant Feedback on Exercise Design

Following the exercise, participants were invited to provide their feedback about any item not discussed, as well as about the exercise itself. The following charts consolidate all rankings and responses.

1. What is your assessment of the design and conduct of this discussion based exercise?

<u>Assessment Factor</u>	Rating of Agreement					Average of Responses
	<i>Strongly Disagree</i>				<i>Strongly Agree</i>	
a. Having the scenario and questions ahead of time better prepared you for the discussion in the today's exercise.	1	2	3	4	5	4.1
b. This discussion based exercise was well structured and organized.	1	2	3	4	5	4.1
c. Discussion based exercises, such as this, are a valuable component in developing an integrated response.	1	2	3	4	5	4.4
d. The exercise achieved its identified objectives.	1	2	3	4	5	4
e. The exercise achieved your personal exercise objectives.	1	2	3	4	5	3.6

Comments on any of the above assessment factors:

Comments:

- Very good job
- Good instructor
- Still need a clear process/methodology approved for disposal

2. What components of this exercise worked very well and should be retained in future exercises?

- Tabletop Discussion
- Inclusion of multiple stakeholders
- Good open discussion and allowing topics to be explored
- Workshop style and format with informal discussion
- Discussions with all other agencies
- Generally went well
- Meeting some of the players before an actual event occurs
- All the above
- Good info exchange
- Good discussion
- Increased of complexity of issue
- Facilitated – very well
- Participation from a wide group of responders, agencies and stakeholders
- Good discussion amongst lead agencies still no clear checklist (roadmap) for how the EOC would assist in dealing with mass disposal of SRM if out of district option not available

3. What suggestions would you make to improve an exercise such as this?

- Speakers to elaborate on actual incidents
- I think it went well as an introductory course
- Time allotment/group activity – designate topics etc.
- Coldstream Ranch?
- A few more real life scenarios

Separate comment:

Good work Holli and Brent! Thanks Stuart

APPENDICES

Appendices

A. Exercise Attendance List

NAME	COMPANY	PHONE	EMAIL
Bob France	BC Cattlemen's Association	250 545-8726	bccattle@kamloops.net
Randy Prebushewski	BC Cattlemen's Association	250 547-9481	rwattlepoke@hotmail.com
Witold Wince	Canadian Food Inspection Agency	250 260-5018	Witold.Wince@inspection.gc.ca
Kim Flick	City of Vernon - Mgr Planning	250 550-3594	kflick@vernon.ca
Shannon Shannon	City of Vernon - Purchasing Agent	250 550-3646	sshannon@vernon.ca
Josh Lockwood	Conservation Services	250 260-3039	josh.lockwood@gov.bc.ca
Trevor Siebel	District of Coldstream - CFO District of Coldstream - Engineering Services	250 306-2565	tseibel@district.coldstream.bc.ca
Alanna Dean	District of Coldstream - Executive Research Coord.	250 545-5304	adean@district.coldstream.bc.ca
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Mike Pethick	Double A Trucking	250 550-1509	mpethick@district.coldstream.bc.ca
August Bremer	EMBC - Kamloops	250 838-6701	abremer@nowcom.ca
Greg Garrish	EMBC - Kamloops	250 319-8977	Greg.Garrish@gov.bc.ca
Peter Prendergast	HUB International Insurance	250 371-5241	peter.prendergast@gov.bc.ca
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Holly Annand	Ministry of Agriculture and Lands	668 982-2595	Holly.Annand@gov.bc.ca
Greg Tegart	Ministry of Environment	250 260-3035	Greg.Tegart@gov.bc.ca
Mike Reiner	NOEM Assistant	250 490-8206	Mike.Reiner@gov.bc.ca
Holli Fraser	NOEM Emergency Program Coordinator	250 550-3528	hfraser@vernon.ca
Brent Watson	NOEM ESS Coordinator	250 550-3246	bwatson@vernon.ca
Helen Sinclair	OII Kamloops - Brand Inspector	250 550-7832	hsinclair@vernon.ca
Bob Miller	RCMP -Operation N.C.O. Vernon	250 319-0858	bobmiller@ownership-id.com
Jim McNamara	RCMP - Kamloops	250 260-7154	jim.mcnamara@rcmp-grc.gc.ca
Terry Shendruk	RDNO - Recycling & Disposal Facilities Coordinator	250 828-3089	terry.shendruk@rcmp-grc.gc.ca
Dale Danallanko	RDNO Protective Services	250 550-3744	dale.danallanko@rdno.ca
Ron Baker	Search & Rescue	250 550-3731	ron.baker@rdno.ca
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