# Animal Rescue Activities in Stricken Areas after Hurricane Katrina ハリケーン・カトリーナ被災地における動物救援活動

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I want to first thank you all for inviting me to come back to Kobe to speak with you. I was lucky enough to be here a couple years ago and I'm very happy to come back again. Specifically I will speak about what's been going on in the US since

Hurricane Katrina. It turned our world upside down which is something I think has also happened to Japan due to your earthquake. So many things have changed and I would like to tell you a little story and point out why this all happened. It is very similar to the story in Japan.

Following Hurricane Katrina on August 29, 2005, millions of Americans saw the suffering of families and their pets on TV. How many of you saw any of that TV here in Japan? It must have been millions and I'm sure the images were shown all around the world, images of the rescue efforts for both people and animals. But Hurricane Katrina also started a movement called 'No Pets Left Behind'. The significant thing about this movement was that it was a conglomeration of nine national animal welfare organizations in the US, all of which spoke the same voice together - something we don't usually do. But a new coalition was also formed at the time of Katrina to work together in response to disasters. The name of that coalition is 'The National Animal Rescue and Sheltering Coalition'. Coalition members include the Humane Society of the United States, American Humane Association, The ASPCA, The National Animal Control Association, Best Friends Animal Sanctuary, United Animal Nations, Code Three Associates, and Society of Animal Welfare Administrators which I represent.

Very large organizations on a national scale got together and all worked together. We were able to move the community forward thanks to the media attention to the No Pets Left Behind movement and the public demand that followed. There were many scenes on TV of the horrors of Hurricane Katrina and the lack of planning and response afterwards. My slide shows some people standing in line waiting for transport, and this was a dog left behind after the transport had left.

Unfortunately I could not find a picture of one particular boy who appeared on TV around the world. He had been forced to get on a bus and leave his little white dog called Snowball behind. It was a very tragic scene and one that changed the world for animals in the US. There is a quote from a congressman about how, as he and the rest of the world, watched images of the heartbreaking choices the Gulf residents had to make, he was moved to find a way to prevent this from every happening again.

Unfortunately the little dog Snowball was never reunited with the family which was a very sad situation. However the story of Snowball and the little boy did help precipitate a change in the law called the 'PETS Act', which is a new federal law in the US.

The PETS Act stands for 'The Pet's Evacuation and Transportation Standards' Act. This was a major change in the US, and it became federal law in just over a year after Hurricane Katrina. Never before in the US had we been concerned for companion animals at the national level. The only national level efforts were towards controlling diseases, helping protect public health and safety regarding livestock, zoonotic and disease controls. We had never seen much activity or legislation relating to companion animal welfare. It became a whole new field of activity at the national level.

The law that received the amendment was the Stafford Act. This is the law that helps provide resources following a disaster. It allows the US Government to actually prevent, mitigate and then respond after a disaster.

There were many changes made to national laws as a result of Katrina and this PETS Act declared FEMA (The Federal Emergency Management Agency) to be the primary agency to deal with animals along with a couple of partners following a disaster.

Nowadays in the US, if an individual state has no plan in place to help protect household pets and service animals in a disaster, if the disaster is so big that it's called a Federal scale disaster (that's a level at which the US government comes in to help), and the disaster is too big for the county or state to handle by itself, then they will not receive any money from the US government. They will also receive no reimbursement later for anything that they did. This is the reason that this law has been so significant, and why, all across the country, all states have been actively preparing and creating disaster plans for the pets in all of our communities. If they don't do this they will not be eligible to be reimbursed for all the equipment, supplies, time, staff hours, needed to address a disaster in their community.

Here are a couple of things about this law - the Government had to define what animals this legislation pertained to. It pertains to household pets, defined as dogs, cats, birds, rabbits, rodents, or turtles that are kept for pleasure. They're not kept for business or for food or anything like that. They are household pets kept for pleasure.

And then there was a new definition added into federal law for the definition of service animals. Again, if a state has a disaster but does not have a plan in place and needs to call for resources from beyond their state, they will have to pay for them. So all the states across the US are now working very hard and fast to create emergency plans for pets.

FEMA (The Federal Emergency Management Agency) is the key agency that we're working with to help develop these plans. Their partners are The United States Department of Agriculture, (USDA) which has taken a very significant role regarding work with pets, and the Health and Human Services Agency of the United States.

This was unbelievably historic for the US, and at this conference I have sensed that the same thing is happening in Japan. I have been working with a couple of national committees to help our governments make definitions and define these plans for companion animals, because we had nothing before. This has also been very good because it has helped raise the status of people working in animal control, animal shelters and animal rescue, as well as the veterinary world that relates to companion animals.

It is a huge project - we're now creating definitions for these professions working with companion animals that are going to be consistent across the United States. Just like when, years ago, we defined firefighters, police officers and even medical personnel. We're now creating some very good definitions and giving status to the people dealing with companion animals that work side by side with our emergency responders such as firefighters, police officers. They are gaining a lot of respect as we build these relationships from the federal level all the way down to the local community.

So, I have talked about the law as a lot has been happening on that. But let me tell you a few stories about what has happened since Hurricane Katrina and how much better we are with our responses, although we still have a long way to go.

The first story goes back to 2007 with the California wildfires. They had to evacuate a million people out of the San Diego area and the process went very because people were encouraged to bring all their animals with them.

In the slide you can see a building that looks like a big coliseum. They kept horses in this coliseum. In fact they had all kinds of animals, both people and the pets. It was managed by an NGO, not the government but they worked side by side. But an NGO had acted as the manager, or lead agency, for the 'pets and people area' in which people and their animals were allowed to be together. It was very unique and the first time we had practiced some of the plans we had been working on after Hurricane Katrina.

The wildfires were declared a federal disaster, which is huge for the United States. That is, they asked for, and were declared, a federal disaster. As such, California was afterwards able to submit the expenses for the evacuation and for people care to FEMA for reimbursement. They were able to ask for overtime, salaries, fuel, equipment and supplies. If the disaster is a federally declared disaster then anything needed for an evacuation and shelter, anything for rescuing household pets - can be submitted for reimbursement to the federal government.

While it was not the same scale of incident as the Katrina floods and hurricane, it was a very successful evacuation of millions of people.

In 2008, we had our biggest scare in Louisiana since Hurricane Katrina. A large storm hit us named Hurricane Gustav. The State had thoroughly practiced how they would move people from the New Orleans area up to safety in the north beyond the threatened area. Their practices were so thorough that they had even done studies through the USDA to show how many animal crates they could put in a refrigerated semi-truck. They knew how high they could stack them, and they even tested to see how the animals would cope. They had many large semi-trucks all loading up the pets, and busses to take the people up to the mega-shelter in the north. It was a very successful evacuation of the Louisiana area.

The photo in my slide shows the big mega-shelter setup for pets being evacuated from the Louisiana area. This was a partnership between the state of Louisiana's government team (that developed this program) and the nine national animal welfare groups of the coalition. We all worked together to help set it up, manage it and safely evacuate the New Orleans area. Many lessons were learned and it was very successful. Fortunately the Gustav storm was not so bad and not everybody had to be evacuated. Although it did not cause much damage, it did serve as a very good lesson.

I have something else I want to share with you. The veterinary school in Louisiana, the local veterinary community, the national animal shelters, NGO shelters, and animal rescue people all joined together to form a team called 'L-S-A-R-T'. Most of the states in the US are working to form these teams, and bring all these partners together to create their plans. The slide shows the website for LSART.org. This is a very valuable website for anybody anywhere to get training, plans, and find out what they're doing to help these mass evacuations, as well as how to set up a shelter with your veterinary partners and everything. This shows very good cooperation between government, universities, and the private sector.

Within a week later, we had Hurricane Ike. Once again the area was getting hit hard. I must show you a picture on this slide. You can see this little house here? This was Galveston Island and there is only one house left. I don' t know if any of you saw this here on the news. This house had just been built, and built to be hurricane proof. I bet the guy who built it later made millions of dollars, because it's the only one standing. The whole island was horribly wiped out, yet this house remained and to me this is an amazing picture.

So we had Hurricane Gustav and Hurricane Ike in 2008. We had practiced, had done some planning, and we had a very good response with the national groups. We have worked with them and together created trainings. We have worked with our federal government partners and created best practices for sheltering animals, handling them, vaccinations, disease-control, and everything, to assure a safe response and be able to save the animals. We try to get them reunited with their families or to re-home them if there is no family, or if their families can't return for them. So it was a very successful response for Hurricane Ike. This photo shows a group of about a nine different organizations that responded down there for the Houston SPCA, which was the lead NGO agency in the area. The SPCA responded as part of the state Texas SART (State Animal Resource Team), and they all worked very well together.

So now in the US, we are not just surviving off people's generosity or donations from the public to help pay for all of this work. It's now being paid for by the government, and that is a huge change. We can send out our people or provide resources and later get reimbursed. Now we don't risk going broke if we don't get the public donations to support our work.

This goes back to many of the messages said here today that "protecting animals is protecting people", and "it's about the whole family". We have really succeeded to make that clear in the US. We still struggle a little but, for the most part, the message has been made clear. If communities don't carry out emergency planning measures, they're going to suffer financially. Disaster planning for pets is now happening at all levels, local, state, and federal. And in Hawaii in May 6, 2008, our governor signed into law that pets needed to be included into the 'Hawaii Plan'. No longer is it just private charities providing all of the services or the resources for pets. It is now a government responsibility.

In Hawaii, as for all US, the States define their emergency functions as 'Emergency Support Functions' or 'ESFs' (as we call them). And we had one ESF established in Hawaii just for pets. Many ESFs are combined with other ones, but we made it "Number 19", and it's specifically for pets. This is recognition by the government that pets are to be included. This was hard to achieve because our governments, and people working in the government, don't think there's enough resources for humans. They question how we can start to establish things for pets? But, as said before, if you don't protect the pets, you're not protecting the families. People will not leave their home in disaster situations or seek shelter if they can't take their pets. So it goes hand in hand.

I will explain how it works in Hawaii. We established a state organization of animal welfare agencies called HAAWA which stands for 'the Hawaii Association of Animal Welfare Agencies'. In Hawaii, each island is a different county. There's Hawaii Island, and then Maui (which actually has Maui County, Lanai, Molokai). There is also Oahu with Honolulu (where all the people live), and then Kauai where I am. We have four major humane societies in the state, and each one of us, in our respective counties, performs the county's animal control work, or we contract government work. That is in addition to being an NGO, (which can seem confusing). So each of us contracts the government work for animal control in each of our counties. Together we have created a coalition (agency) to act as lead agency for ESF19 to take care of pet sheltering, transportation, and rescue in the event of a disaster in Hawaii.

In most cases, our storms only hit one part of the islands, or just a part of an island. They don't usually hit the state as a whole, so we can assist each other. If something happens on Oahu, we can all come from the other islands. If it happens on Kauai those islands will come over and assist me. Just like here in Japan, there is a challenge on the islands. We cannot just simply drive to the far north. We're stuck. So we try to create a lot of hurricane-proof shelters (government buildings) which are places we evacuate people to if they don't have safe homes. Now they can bring their pets to those shame shelters.

Again if an event is bigger than Hawaii can handle, and declared a federal disaster, the federal government will provide support and help respond to the incident. And, with the passage of the PETS Act, and now with ESF19 planning, Hawaii can be reimbursed for the state all the way down to local level. The Kauai Humane Society can be reimbursed from the federal government for our work to help with a disaster.

What actually happens is that, if the disaster is beyond Hawaii's capability, the fed's come in and contact our closest states – Arizona and California - who send the resources to assist us. In addition, we have this overarching partnership or support from the nine national organizations – animal welfare organizations that will also assist us as well as the national or the American Veterinary Medical Association and American Animal Hospital Association. A lot of the agreements are made in advance to help pre-storm or pre-incident for resources to assist with rescue sheltering or post-storm activities. If you create these beforehand agreements, and everybody knows them, and has signed off on them, they will be reimbursable because they are functioning to help support the local area.

So planning and preparing is critical, and it is now required by law. We've created working agreements with the other humane organizations as well as the state Red Cross and the State Departments of Education, Agriculture, and the Hawaii Medical Hawaii Veterinary Medical Association.

Humane Societies working with school districts or the Department of Education never happened before. They were not very happy to work with us when the Governor told them that dogs, cats, turtles and rabbits can now come into the schools if we have to evacuate and protect families. They said "no way" because they thought flees etc would affect their classrooms. But we sat down at the table and really started working on this together. The idea is not to have people and their pets all in the same room. It is about having a very controlled environment where the people are in one room, and the pets in another room, where the people are still required to take care of their own pet. Next I will try and take you through that system briefly so you gain an idea of what we're trying to do in Hawaii to help with emergency sheltering for families if there is a need for an evacuation.

Statewide – that is, with everyone from the different other islands, we trained together so that we all use the same plan and talk the same language. We're actually using the federal model. Everyone from the federal government downwards is supposed to be trained in the "ICS" or "Incident Command System". (I wonder; is there such a system in Japan?) In the United States the system is part of the national response framework, and we're all trying to speak and learn the same incident command language. Originally it came from military firefighters, but now we're all using it. The result is that, whereas other agencies in the community such as emergency responders (firefighters, police officers, emergency personnel) have all used this language for many years, we are now also trained and using it. We receive much better cooperation and respect as a result and the status of our profession - people working with companion animals, sheltering and animal control – has been elevated.

I will explain the procedures quickly, because they are not part of my presentation slides. If anybody's interested I have made a copy of them available. So if you contact Knots, I'm sure we can get it to you. Basically the way it works is for us to go in and set up what we call an 'emergency pet shelter'. We just practiced doing this last weekend when we had to evacuate many people from the North Shore on several islands, because of high surf. We had 50 foot waves coming into Hawaii so we evacuated many families, opened shelters, and sent our people from the humane societies to manage the pets with the people. It went really well but we had practiced our plan.

So you have one person acting as the lead. Perhaps you just have one person for the whole shelter, but ideally you get enough people trained, both volunteers and staff. You need lots of volunteers. You need one person in charge of people, one person in charge of dogs, one for cats, and then a veterinary section to help with any injured animals. In this plan we have our volunteers (or staff) color-coded based on their level of experience. Purple is the weakest and means they have no animal experience. They are assigned to be with people and not to do anything with the animals. Green coded individuals can work with friendly animals only. Those coded yellow can probably work with 'caution animals'. This coding goes all the way to 'red' for people with the most experience or the manager and the one that has extensive animal experience. This goes hand in hand with the animal behavior status which is also colorcoded. We have talked about these stressful situations. The animals are away from home, are scared and will bite. If they are not very easy to manage, we need to have some experienced people. We have to color code the animals as they come in. Green refers to a very friendly animal, one that is obviously easy for the lessexperienced volunteers to handle. But if an animal is marked red then only a very experienced volunteer will be able to handle it.

Usually we don't handle them just by ourselves. The owners come in and take care of their pets under our supervision. But we all know how difficult owners can be in this stressful type of environment, so we do sometimes have to handle the animals as well. That is why we mark them – it's a way to try and keep the place safe.

There are basically eight stages for setting up the system. Stage number one: Who activates or deploys you? That cannot just be anybody. The order has to come through an identified person working for either the Kauai Humane Society or the HAAWA partner in Honolulu, or wherever. Next we make an opening assessment. We go into and make a total assessment of the school or shelter where we're going to work. We have to document the condition the shelter is in as we find it. Then we set it up and start the check-in process. Now everybody has arrived, hunkered down for the stay. Eventually we will need to release everybody, before we do the clean up. Finally, we do the closing assessment. It may seem simple but it's not. But it seems to work and this is how the plan is designed. Again, deployment is only started through official means. It can't just be some volunteer or staff person announcing that "we're opening up the shelter". It won' t work that way. Opening assessment is where our staff members go in and walk through. We document the room conditions prior to setting up for the pets and we talk to the school authority, shelter owner or whatever building it is. We talk to them about any potential problems. Next we do the EPS set up (the shelter set up) and check our supplies. This is the part we actually do once a month when we train our volunteers. We do this the second Saturday of every month at our place by advertising and asking people to come in to do about 2 1/2 hour training. It is very simple. We show them how they are going to set up within a small space – for dogs and cats. We walk the volunteers through the basics and make them practice. The key is to draw a map of what the shelter room should look like. This means that

you don't want to position cats right next to dogs, or where you will be placing the food. There will be many different things related to the shelter, but I will not go into a lot of detail here. But the biggest point is the traffic flow and how this is going to work. If we get the trainee volunteers to go through this process, it's much better when we give them a manual and review it. They get the sense of it. They should not be just handed a manual and nothing else. We also have them go through our regular two-hour volunteer training session. In addition they have to do 12 hours of work at the shelter with the dogs and cats, and other people, before they can work at an emergency shelter. However, in an extreme situation, and a storm about to hit, we at least have some people that have some awareness. That is something we are trying to build upon.

Then we have the check-in process and we promote this. I don't know how it works in Japan, but for emergency sheltering all across the country in the US with the Red Cross, people have always been asked to bring their own bedding, and a five-day supply of water and food. Whatever it takes, you're supposed to be prepared.

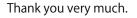
In Hawaii, we do the same thing but we have now added animals or pets. So people need to have disaster kits prepared for their pets. Some people show up and they don't have a kit for their pet. Number one point we emphasize is that every pet has to have a mobile home – either a crate or cage in which they can live for a week. The home must be big enough for their animal to turn around, sit or lie down. That's how we promote it. We actually sell them in our shelters and talk about them at our dog classes. At every opportunity we talk about disaster kits for pets and the need for each pet to have a mobile home.

So the evacuees arrive, all in line wanting to get into the shelter. If they have a crate they can proceed directly. If they don't have a crate, we check our supply. But if we don't have enough, that owner may have to keep their pet in the car. That is a last resort, but that is why we really pushing people to understand that they need to get prepared for their pets. The pet owner in the shelter is responsible for their own pet's care, taking it out for walks, cleaning the cage, feeding it, watering it, and medicating it. We have established specific hours in the shelter so that we only have the dog people working with their dogs at one time. Then we have the cat people, rabbit people, bird people or others working at different times.

That is what life in a shelter with pets is like. Everybody' s hunkered down for several days (or maybe less), which depends on what kind of event it is. After it is over, you start the check-out, which you must have control over at all times so that people don't take other peoples animals or abandon their animal. There are several such issues so we have a check-out process where we can verify ownership. That was a topic we were talking about earlier in reference to your documents (and photographs) used at the shelter you set up after the earthquake. Our whole goal is to try and keep families together, and not have to re-house an abandoned animal or animal that cannot return home. Of course we will also serve that purpose if needed.

Next is the cleanup which begins as quickly as the animals begin to leave. Cleaning up is really key for this to be successful, and finally the closing assessment. These are vital key-points for us to continue our working relationship with the government agencies now obligated to accept pets into their schools or other state-owned buildings. There has been a lot of resistance so we're working really closely with them to do this in a way that will not impact their building.

Ultimately however, we would not be able to do any of this without volunteers. And I know, from the last time I was here, because I met some wonderful volunteers, that it is the same in Japan. None of us have enough staff to cover all the work that needs to be done for the animals but we thankfully do have people who want to help. Our volunteers need to be trained - something we have to do it in a structured manner. But we always want to thank the volunteers and recognize their efforts in helping us protect the whole family.





[Slide 1]



[Slide 2]



「ニューオリンズの9歳の男の子 が、彼の小さな白い犬、スノー ボールを一緒に連れて行くこと が許されないと 泣きじゃくって いた。

挑災した人たちが、こんなに辛 い選択をしなければならない状 況を観て、私はこんなことが二 度と起きないよう、何とかしなけ ればならないと 行動をおこさざ るを得なかった。」

ペット法令を導入した トム・ラントス 膳員(カリフォルニア)

[Slide 3]



[Slide 4]



ペット法は、 大災害や緊急時に FEMA(連邦政府緊急管理局) が、救援、世話、シェルター への保護、そしてペットや サービス犬の必要不可欠な ニーズへの対応を提供する ことを承認するものである。

【スライド5】



政府はそれまで災害時の ペットのニーズについて考 慮したことはなかった。 現在では、地元自治体、 州政府、連邦政府が、 動物福祉団体などと協力 し、災害・緊急対策にペッ トの対応が含まれ、決して 置き去りにされるような ことはない。

【スライド6】



【スライド7】



【スライド8】



[Slide 9]



[Slide 10]



LSARTルイジアナ州動物対応チーム によりニューオリーンズ地域の避難活動は大成功 www.lsart.org

トレーニングや企画に関する情報のあるウエブサイトです。

[Slide 11]





[Slide 12]



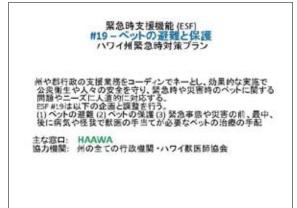
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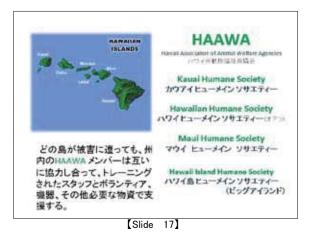
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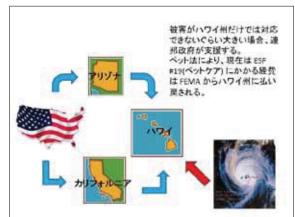


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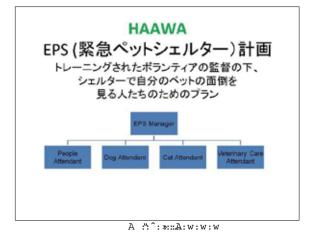
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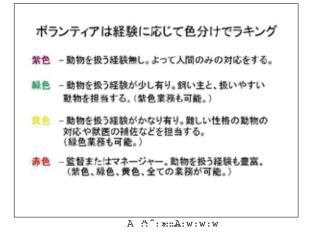


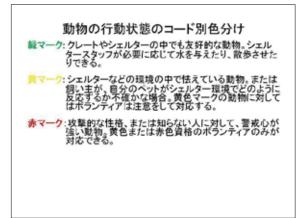
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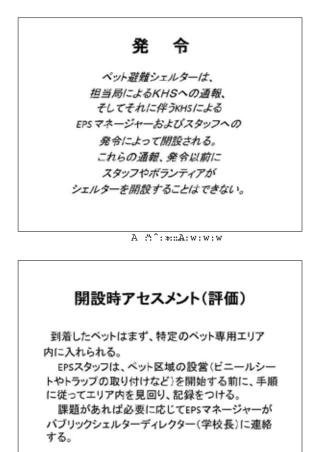




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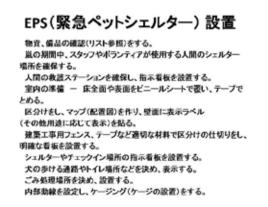


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[Slide 27]

## チェックイン:受け入れ&登録

飼い主がクレート(ケージ)で連れてきた場合 : そのまま登録手続きへ

クレート(ケージ)なしで連れてきた場合 : まずクレートかケージが手配できるかどうか確認する。,

手配できれば 登録手続きへ進む。

・もし適切なクレート(ケージ)がなければ、飼い 主は自身の車にペットを保護する。

[Slide 28]

## 飼い主の責任

飼い主は、EPSマネージャーが定める面会時間内に自分た ちのペットの世話をし、食べ物を与え、清掃などをする。

「日常管理シート」にサインすることで、飼い主がそこに居 ること、そしてペットの世話をしたことがわかる。 これは飼い主のいない動物がいたり、ペットの世話をしに 飼い主が戻ってこなかったりするケースが想定されるから である。

このような場合、ボランティアが状況下で可能な限り、動物 とボランティアの安全を考慮した上で、それらの動物の世話 をする。

[Slide 29]



#### チェック アウト

- チェックアウトするには、飼い主が、受け入れ・登録スタッフにその旨を伝 え、手続き書類を記入する。
- スタッフは、バインダー内の「シェルター入所/退所用紙」を探し、抜き取る。 飼い主は写真つきの身分証明書、ラッフルチケット、飼い主であることを 指名するIDハンド、ペットのIDを提示しなければならない。飼い主のみが
- 動物のチェックアウトをすることができる。 創い主確認ができたら、「シェルター入所/退所用紙」にチェックアウト日時 を記入し、飼い主に署名してもらう。書類手続きが終了したら、書類を追 所バインダーにファイルする。
- スタッフまたはボランティアは飼い主をペットのところまでエスコートし、全ての所持品が返却されているかどうか確認する。飼い主とペットが退所し
- ら、スタッフは登録書類にサインし、飼い主とペットがシェルターを出た 日時を記載する。

[Slide 31]

#### 清 掃:シェルターの撤去

- 動物が飼い主に引き渡されたら直ちにシェルターの 清掃がされる。全ての備品などは清掃されて、消毒 される。
- 施設は清潔と破損などがないか見回りがある。床は 清掃と消毒が大切である。シェルターが使用前より 良い状態にして去ることが大切である。
- いかなる違反行為も将来のペット避難シェルターの 存続に影響を及ぼす可能性がある。
- 全ての機器や備品などはKHS本部に移送される。

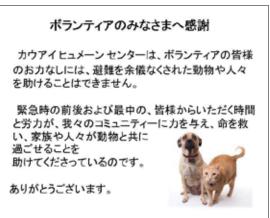
[Slide 32]

## 終了時のアセスメント

EPSスタッフが全体を最終見回りし、以下の事項を確認する。

- EPSエリアの全体的な清掃状態。
- EPSエリアの運営中に発生した破損を記録し写真を撮っておく。
- 水道、電気の機能。
- · EPS設置のために移動した機器や借品の元の位置への移動、
- アレンジ
- ペット区域の清掃後を写真、ビデオで記録する。
- EPS マネージャーはパブリックシェルターディレクター(学校長) に破損などの報告をし、撤退を伝える。
- 最終評価をバインダーにファイルし、KHSに返却する。

[Slide 33]



[Slide 34]