

REPORT 2: **California Fairgrounds'** Best Practices and Resources Use in Support of Disasters and Catastrophes



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Fairground Contacts:

10th DAA, Siskiyou Golden Fair
3rd DAA, Silver Dollar Fair
40th DAA, Yolo County Fair
Alameda County Fair
14th DAA, Santa Cruz County Fair
22nd DAA, San Diego County Fair
45th DAA, Imperial Valley Expo

State Agencies:

California Department of Food and Agriculture
California Department of Forestry and Fire Protection
California Department of Public Health
California Department of Social Services
California Department of Transportation
California Department of Water Resources
California Emergency Management Agency
California Emergency Medical Services Authority
California Highway Patrol
California National Guard

Non-Government Agencies:

American Red Cross
California Utilities Emergency Association

Federal Agencies:

Federal Emergency Management Agency, Region IX

Other Fairground Related Organizations:

California Fair Services Authority
Western Fairs Association
California Construction Authority

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EXECUTIVE SUMMARY

The focus of this document is to describe and evaluate how fairground managers prepare their facilities and staff for future disasters and catastrophes. A strong baseline was prepared to compare other communities in the United States with the best preparedness practices found in California. The report was developed after a series of seven site evaluations were held at fairgrounds throughout the State. The fairgrounds covered a variety of characteristics including urban, rural, coastal, mountains, plains, as well as large, medium and smaller facilities. Fairground interviews also captured recommendations for best practices and for improving the current financial recovery process used by fairgrounds.

This guidance was preceded by the report, "*California Fairgrounds Support of Disasters and Catastrophes*," which described how statewide organizations viewed their collaboration with fairgrounds during disasters and catastrophes. A third report will follow this document which will provide guidance for fairgrounds to develop their own plans and procedures to manage catastrophic events involving their facilities, either because of direct damage or in support of response activities in the community.

It is not the intent of F&E to forge fairground management into emergency managers; however it is clear from surveys used to develop these reports that much remains to be achieved for fairgrounds to be fully understood and efficiently utilized for catastrophic responses. The institutional wisdom of what to do when is often kept with staff but not formally recorded. Unfortunately, as seasoned management retires or moves to other opportunities, the skills and lessons learned during actual events is lost. There may be little in print to guide oncoming leadership.

Many of the fairgrounds have completed Incident Command System (ICS), first aid, cardiopulmonary resuscitation and Automated External Defibrillator training. All fairgrounds have site maps. Evacuation paths, fire hydrants, utility controls and other safety resources are usually identified for staff.

There are many ideas about how fairgrounds can best support disaster and catastrophe response. The purpose of this report is to consolidate the ideas from fairground managers so they can be used for all sizes of fairgrounds throughout the State. In addition, this report reflects on actions to be taken when the fairgrounds are also damaged or destroyed by catastrophic events. F&E hopes to list examples of various fairground emergency plans at the F&E website after release of this report so all of the fairground managers can evaluate best practices found in California and elsewhere. This will allow fairground management to select parts of other examples to enhance their planning.

“...the planning and managing principles that hold for major disasters are not necessarily invalid for catastrophes. It is probably still true that crisis-time planning for a disaster or even a catastrophe ought to be as close as possible to everyday, traditional ways of doing things. Everything else being equal, the less citizens and groups are asked to act in unfamiliar or non everyday ways, the better the response will be. Also, planning from the ground up rather than from the top down, while good for disasters, is even better for catastrophes.”
E. L. Quarantelli, 2006

Rebecca Desmond, Acting Director
CDFA's Division of Fairs and Expositions

ACRONYMS

AAR	After Action Report
ADA	Americans with Disabilities Act
AED	Automated External Defibrillator
AO	Administrative Order
ARC	American Red Cross
BCP	Business Continuity Plan
Cal EMA	California Emergency Management Agency
Cal Expo	California Exposition and State Fair
CAL FIRE	California Department of Forestry and Fire Protection
Caltrans	California Department of Transportation
CAP	Corrective Action Program
CARES	California Animal Response Emergency System
CART	County Animal Response Team
CBRNE	Chemical, Biological, Radiological, Nuclear and Explosive
CCA	California Construction Authority
CDFA	California Department of Food and Agriculture
CDPH	California Department of Public Health
CERT	Community Emergency Response Team
CFSA	California Fair Services Authority
CGA	California Grocers Association
CHP	California Highway Patrol
CMAS	California Multiple Award Schedule
CNG	California National Guard
COG	Continuity of Government
CONOPS	Concept of Operations
COOP	Continuity of Operations Plan
CPG	Comprehensive Preparedness Guide
CSTI	California Specialized Training Institute
CUEA	California Utilities Emergency Association
DAA	District Agricultural Associations
DSCA	Defense Support to Civil Authorities
DGS	Department of General Services
DHS	Department of Homeland Security
DOC	Department Operations Center
DOD	Department of Defense
DOE	Department of Energy
DSS	California Department of Social Services
DWR	California Department of Water Resources
EF	Emergency Function (California)
EMSA	California Emergency Medical Services Authority
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPSU	Emergency Preparedness and Support Unit (CDFA)
ESF	Emergency Support Function (federal)
F&E	CDFA Division of Fairs and Expositions
FAST	Functional Assessment and Support Team
FEMA	Federal Emergency Management Agency
FCERP	Fairground Catastrophic Emergency Response Plan
GACC	Geographic Area Coordinating Center
GACG	Geographic Area Coordinating Group

(Continued)

ACRONYMS (continued)

Gantt	A task chart named after developer Henry Laurence
GETS	Government Emergency Telephone System
GIS	Geographic Information System
GPS	Global Positioning System
HazMit	Hazard Mitigation
HSEEP	Homeland Security Exercise and Evaluation Program
ICS	Incident Command System
IMAT	Incident Management Assistance Team
IMS	Information Management Software
JIC	Joint Information Center
JOC	Joint Operations Center
JPA	Joint Powers Authority
LOA	Letter of Agreement
LLIS	Lessons Learned Information Sharing System
MACA	Military Assistance to Civil Authority
MARAC	Mutual Aid Regional Advisory Committee
MOU	Memorandum of Understanding
NEP	National Exercise Program
NEXS	National Exercise Schedule
NIC	National Integration Center
NIMS	National Incident Management System
NIMS-IRIS	National Incident Management System - Incident Resource Inventory System
NRF	National Response Framework
NRP	National Response Plan (Now National Framework)
OA	Operational Area
OASIS	Operational Area Satellite Information System
OES	Office of Emergency Services (local government)
OHS	Office of Homeland Security (California)
POD	Point of Distribution
RCPGP	Regional Catastrophic Preparedness Grant Program
REOC	Regional Emergency Operations Center
RFO	Request for Offer
RIMS	Response Information Management System
SAM	State Administrative Manual
SEMS	Standardized Emergency Management System
SEP	State Emergency Plan
SNS	Strategic National Stockpile
SOC	State Operations Center
STOP	Statement of Operations Package (CDFA F&E)
SWEPC	Statewide Emergency Planning Committee
TAO	TAO Emergency Management Consulting
TSA	The Salvation Army
UASI	Urban Areas Security Initiative
USDA	U.S. Department of Agriculture
USFA	U.S. Forest Service
UTL	Universal Task List
VMAT	Veterinary Medical Assistance Team
VOAD	Volunteer Organizations Active in Disasters
WMD	Weapons of Mass Destruction

1. Introduction

1.1 Project Origins

The California Department of Food and Agriculture (CDFA) Division of Fairs and Expositions (F&E) is responsible for providing fiscal and policy oversight of the network of California fairgrounds (see Attachment 1, “Map of California Fairgrounds”) and ensures the best use of available funding and services. In 2010 F&E won a U.S. Department of Homeland Security (DHS) grant to evaluate the use of fairgrounds in California during disasters and how they might be used in future truly catastrophic events. The work was originally requested by F&E based on needs identified from fair managers and from California first response organizations.

1.2 Project Purpose

The Fairground Catastrophic Emergency Response Plan (FCERP) project was designed to define how statewide organizations currently view fairgrounds in their emergency response strategies, how fair management views the use of their resources to support first responders and the public during disasters or catastrophes, and then provide guidance to assist fair management to implement appropriate and successful support strategies for both disasters and catastrophes. This is the second step in that series of products.

Our goal is to engage this diverse community in a collective exploration of issues, trend, and other factors that could impact the future emergency management environment, and to support expanded strategic thinking and planning for the future...
FEMA Strategic Foresight Initiative, 2010

One of the primary purposes of this document is to capture and describe how fairground managers in California now use their fairground resources for disasters, and how these might be used when California faces catastrophes. Many of the opinions and ideas in this document can also be used for responding to lesser emergencies that may not reach the seriousness of a major disaster. Fairground managers deal with issues every day that need immediate attention, but disasters are only occasional activities, while catastrophes might happen only once in the career of a manager. The complexities of their connections are depicted in Attachment 2, “Fairground Connections During Major Disasters.”

Emergency preparedness is a cycle of activities that does not end simply after a single year of effort. F&E’s vision is that with the presentation of the best practices from the fairgrounds that were interviewed, other fairground management will incorporate additional sound disaster concepts in their programs for both support of first responders who wish to use the fairgrounds for many of their emergency needs and for actual response and recovery of the fairgrounds impacted by threats.

1.3 Project Methodology

F&E already reported on the perspectives of state-level emergency organizations view on the use of fairgrounds throughout California. F&E also evaluated other states and countries for their approaches to planning involving fairgrounds. Seven strategically selected fairgrounds were surveyed to build on the state perspectives. All of the new survey data from the fairgrounds was then incorporated.

This report was sent in draft for review to the organizations that provided specific input. Courtesy reviews were also made available to related organizations if they indicated interest in evaluating the draft. All comments that were received in the review period were considered and incorporated as appropriate.

1.4 Project Scope

This material is intended solely for the use of fairgrounds in California (See Attachment 1 for a map of California fairgrounds). It provides general concepts and recommendations for Californian fairground management to use during disasters and catastrophes. The recommendations are for overarching strategies to improve outcomes, whether fairgrounds are supporting interests outside of California or the United States. Many other examples of fairground planning processes were considered. It was found that in general California fairgrounds with detailed emergency plans and experience have more advanced and thorough documents than exist in many other states and countries.

1.5 Critical Definitions

It was clear to F&E when developing the first report that there were some definitions that should be provided at the beginning of every project product so there is a consistency of understanding of key terminology. This consistency in use and terms ensures that all readers will comprehend basic concepts used in fairgrounds and in emergency management.

Catastrophe

According to the National Response Framework (NRF), a catastrophic incident is ***“...any natural or manmade incident, including terrorism, which results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions.”***

According to the California Catastrophic Incident Base Plan: Concept of Operations, a catastrophic event is also defined as ***“...a single event incident, or a series of incidents that result in:***

- Thousands of casualties and tens of thousands of displaced persons
- Isolation of the affected area from normal supply channels and chains, leading to difficulty in getting resources to the area
- Massive disruption of the area’s critical infrastructure (such as energy, transportation, telecommunications, medical response, and health care systems)
- Overwhelmed response capabilities of State and local resources
- Overwhelmed existing response strategies
- Requirements for immediate lifesaving support form outside the affected area
- Long-term economic impacts in the incident area, State, and Nation”

Disaster

According to the California State Emergency Plan, a disaster is “...*A sudden calamitous emergency event bringing great damage loss or destruction.*”

Emergency

According to the California State Emergency Plan, an emergency is “*Any incident(s), whether natural or manmade, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.*”

Fairground Types (Source: CDFA Division of Fairs and Expositions)

- *District Agricultural Association (DAA)*
 - Holds fairs, expositions, and exhibitions to highlight various industries, enterprises, resources, and products of the state.
- *California Exposition and State Fair (Cal Expo)*
 - A state agency in Sacramento responsible for holding the annual California State Fair, expositions and exhibitions to highlight various industries, agriculture, enterprises, resources, and products of the state.
- *County Fair*
 - Holds fairs to highlight a county's natural and agricultural resources.
- *Citrus Fruit Fair*
 - Holds annual fairs to celebrate the citrus fruit harvest.

Fairground

Open land and buildings where fairs or exhibitions are held.

Fairground Management

The management and control of fairgrounds including buildings, storage or rental sites, equipment, staff and budget through a defined organization. The organization often includes a fairground manager or fairground Chief Executive Officer, and a fairground board. Local, county and state fairground operations may also have oversight from a state designated agency (Fairs and Expositions).

2. Background

2.1 Past Roles of Fairgrounds in California Disasters

California has three historical conditions that explain why fairgrounds are used statewide in disaster response support. These conditions are:

- A wide variety of natural and technological hazards that frequently produce large-scale threats to public health and safety, public infrastructure and private property, and the well-being of the environment
- The established operation of fairgrounds throughout the State
- A nation-leading practice of first responder coordination between cities and counties, between counties, and between the State and local governments

Thirty years ago fairgrounds were perceived primarily as sites for annual fairs and some other well-known seasonal events such as entertainment and competitions including horse racing, car racing and rodeos. However, as the impacts of disaster operations became more extensive in California, especially flooding, wildfires, and earthquakes, it was clear that fairground locations were critical for staging first response operations. This also included expanding support of care and shelter for the public, and for providing emergency services to the public from water and food dispersal to medical support, when primary medical facilities were damaged.

In the last decade the California fairgrounds have addressed new requests during disasters and emergencies including support for the public during terrorism threats, for heating and cooling centers, placement of portable field hospitals, and for vaccination sites during pandemic outbreaks. In 2009 F&E staff concluded a survey of the California fairgrounds to evaluate their level of emergency response support in the previous five years. The results were somewhat surprising in both the scope of types of services that were requested and the number of support requests that were answered by the fairgrounds.

California Fairs Emergency Response Support from 2005 to 2009

- CAL FIRE used at least 21 different fairgrounds more than 35 times
- U.S.F.S. used over 10 different fairgrounds 14 times
- More than 41 different fairgrounds were used in at least 101 separate incidents lasting over 1,075 calendar days
- More than 15 unique emergency response agencies have used fairgrounds, including:
 - Local Fire
 - County Animal Control
 - Department of Water Resources
 - Oregon and California National Guard Units
 - Bureau of Land Management
- California fairgrounds have sheltered approximately 5,250 evacuees
- California fairgrounds have housed at least 7,700 animals
- California fairgrounds have provided staging and support areas for over 38,000 responders

2.2 Recent Activations and Use of Fairground Resources

Fairgrounds have often provided emergency response support at little or no cost to responding organizations, even during downturns in the economy. Fairgrounds continue to support their communities in many ways throughout the year, with support during disasters being just one element of that outreach. As noted earlier, this has, in some cases, led to substantial losses of revenue for fairgrounds, which can threaten their continuing operations.

The two recent events discussed next are just samples of the support California fairgrounds continue to provide when disaster strikes.

2.2.1 2007 Wildfires in Southern California

In October 2007, fires raged in San Diego County that caused the evacuation of more than 500,000 people and losses of millions of dollars in damages. The San Diego County Firestorms were the largest in county history, far surpassing the 2003 Firestorms in terms of intensity and duration. The fires resulted in 10 civilian deaths, 23 civilian injuries, and 89 firefighter injuries—more than 6,200 fire personnel fought to control the wildland fires. The fires consumed approximately 369,000 acres or about 13% of the County's total land mass. Additionally, the fires destroyed an estimated 1,600 homes; 800 outbuildings; 253 structures; 239 vehicles; and 2 commercial properties. The costs incurred to contain the Harris, Witch Creek, Rice Canyon, and Poomacha fires are estimated to exceed \$1.5 billion.

With more than 7,000 volunteers and a significant amount of donations, volunteer organizations—along with municipal, State, and federal agencies—operated 45 shelters throughout the county, including two mega-shelters: one at Qualcomm Stadium and the other at San Diego County Fairgrounds. In addition, approximately 400 animals were brought into three county animal shelters; more than 3,000 animals were rescued, relocated, temporarily housed, and returned to owners; and an estimated 5,000 animals per day were fed and cared for at evacuated owners' properties for up to 5 days after the disaster.

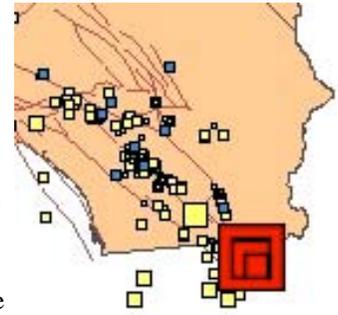


At about 7:00 p.m. October 21, the first day of the fires, the San Diego County Fairgrounds was asked to support the staging of an initial cadre of 100 National Guard troops, with 1,100 more expected within 24 hours. That night the San Diego County Fairgrounds reported over 2,000 horses had been brought to the fairgrounds. On Oct. 22 at 6:30 a.m. the fairgrounds received a call from the San Diego County Emergency Operations Cent to request using the fairgrounds as an evacuation site for people displaced by the fire. Later that day at about 2:30 pm the 9th Civil Support Team of the California National Guard arrived on site to stage, pending further deployment. On October 27 the remaining evacuees at the Qualcomm Stadium were moved to San Diego County Fairgrounds. Significant resources were sent to support both human and animal evacuees. Most of these resources did not arrive onsite until three days or more after the opening of San Diego County Fairgrounds.

In the early stages of the event, the Fairgrounds' team had to find 1,300 bales of hay, 5,000 bales of shavings, 2,000 cots and 2,500 pillows and blankets. By the end of the fire evacuations San Diego County Fairgrounds had supported the care and shelter of over 2,200 people, 3,000 animals, and served almost 10,000 meals through the San Diego County Fairgrounds' kitchens. Over 1,000 volunteers were also coordinated by the Fairgrounds, while also hosting the California National Guard.

2.2.2 2010 Calexico Earthquake

On Easter Sunday, April 4, 2010, the Mexican border city of Calexico was shaken from a 7.2 earthquake centered in Baja California. The earthquake was followed by more than 350 aftershocks. Although there was no loss of life on the U.S. side of the border, the then Governor of California proclaimed a State of Emergency in Imperial County. He also signed Executive Order S-06-10, providing further assistance to Imperial County and Calexico after the quake disrupted telephone communications, damaged many buildings in Calexico and caused millions of dollars in damage to the Calexico water treatment and storage facilities. There were several deaths in Calexico and over 100 serious injuries. The Governor ordered that prepositioned disaster relief supplies be sent to Mexico from the large Cal EMA cache located at the agency's Southern Region Emergency Operations Center in Los Alamitos. Some of the supplies were also taken from a warehouse in Fresno.



In all, 2,975 standard cots, 600 heavy duty cots, 6,940 blankets, 3,384 pillows, 4,472 personal hygiene kits and 44 portable generators were transported to the Imperial County Fairgrounds by the California Department of Transportation (CAL TRANS) and the California Conservation Corps (CCC). Mexican emergency officials picked up these supplies for transport to Mexicali. Truckloads of cots, blankets, pillows, personal hygiene kits and generators were provided to Mexican officials after they requested help for those still displaced from their damaged homes. The Imperial County Fairgrounds supported the staging of personnel and supplies for several days until the distribution was complete.

2.3 Cal EMA Role in Organizing Resources for Fairgrounds

The California Emergency Management Agency (Cal EMA) has a clearly defined role for coordinating requests for state resources during a State of Emergency in California, during federally declared disasters, and assisting with mutual aid requests between Operational Areas (OA) when counties and cities have declared a Local Emergency. These duties are defined in the California Government Code (CGC) starting in Article 8550, in what is commonly referred to as the California Emergency Services Act (ESA). Mutual Aid is defined in the California Disaster and Civil Defense Master Mutual Aid Agreement. The implementation of these powers and their use during emergencies and disasters has proven successful during decades of responses to major events, including some that would qualify as catastrophic.

In catastrophic events it is likely that the Federal Emergency Management Agency (FEMA) Region IX will take a substantial role in response to the threat to life, property, and the environment in California. FEMA's role is clearly defined in the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) and in FEMA's implementation plans for catastrophic events in California.

2.4 Understanding Emergencies, Disaster and Catastrophes

2.4.1 Definitions

There are some additional definitions that will help the reader with this second report beyond the basics included at the beginning of all three documents for this project. They are:

Hazards are natural or man-made **sources or causes of harm** or difficulty.

Threats are natural or man-made occurrences that have or indicated the **potential to harm** life, information, operations, the environment, and/or property.

Vulnerabilities are **existing characteristics** of a site, organization or jurisdiction **that can be hampered by threats**, which may lead to the reduction of public health and safety, disruption of community operations or in some cases simply prevention of critical organizations from performing their core functions. This can also be applied to assessing fairground weaknesses.

Controls are **operational elements that prevent threats from causing harm** by reducing or preventing the threat impacts.

Gaps occur **when controls cannot fully protect** a site, organization or jurisdiction's threat vulnerabilities.

2.4.2 Escalation of Events and Ramping Up Operations

Fairground managers should establish and maintain a keen situational awareness of the all-hazards environment. The F&E facility tours proved that this is a daily state of operation by the managers, but they are not always looking out a distance from the fairground site, e.g., a major fire or earthquake several counties away. Whether the hazards are close or not, the threat impacts can be at the door of the fairground in short order. Some hazards have a history of suddenly increasing in intensity with little or no warning. These can include:

- Earthquakes, especially the rare type where several small movements precede a large event
- Wildfires that suddenly become firestorms that jump freeways, rivers and even lakes
- Flooding that overwhelms dams, levees or natural river banks, endangering areas that are rarely inundated
- Hazardous materials accidents that are first simply a transportation event, but as chemicals change, combine, or become unstable, the resulting explosion can send toxic materials in a wide swathe by air and water
- Terrorist attacks that start as a single event and then multiply in a wider array of actions in a larger geographic conflict

When fairground managers maintain a situational awareness they can also be ready for ramping up their staff capabilities and readiness for an actual or potential escalation of a threat. When it is clear that fairgrounds may be involved in responses to protect or recover their own site, or to support first responders, management should make pre-event strategies with their staff regarding command structure, communications, resources, coordination with

other organizations, and, of course, protective actions for all visitors remaining onsite (e.g., sheltering-in-place, locking down facilities, evacuation, or shelter and treatment over a period of time with the potential for longer-term care and shelter operations).

2.4.3 Activation Triggers for Fair Support

Every fairground has unique hazards and staffing support for its operations. Activation triggers, or “trigger points,” are clearly defined markers that can be identified while assessing the threat situation. An example of a trigger point chart for requesting fairground support is provided in Attachment 3, “Suggested Triggers for Requesting Fairground Use in Disaster or Catastrophes.” The value of defining triggers (which will be different for each threat and specific for each fairground) is that everyone involved knows exactly what to expect and when. There is no discussion needed or consensus. All of that was completed when the triggers were defined and accepted. Triggers should require that the associated action is completed immediately and without hesitation. A trigger chart should be developed for every threat a fairground identifies as a primary issue for the fairground operations. The third report in this series will further define how a fairground can define its set of relevant threat triggers for the basis of activating their disaster and catastrophe operations.

2.4.4 Protocols for Primary and Mixed Use of Fairgrounds

California’s capacity to respond to disasters is tested frequently, and perhaps more than most states because of a burgeoning population situated in close proximity to a host of natural and technological hazards. However, the increasing financial impacts of disaster events on state and local governments are changing the methodologies for response, especially with increased fiscal restrictions. Every event requires careful consideration of the appropriate use and timely assignment of available resources. This fiscal environment creates an increased need for application of mutual aid and for federal assistance during major disasters and catastrophes.

The first F&E report, “*California Fairground’s Support of Disasters and Catastrophes*,” described the discrepancies that existed between state-level organizations that often called upon fairground support. Although the Standardized Emergency Management Systems (SEMS) requires that resources be coordinated through a specific process defined by regulation, there are other pathways that are commonly used that bypass the SEMS design. That disconnect was illustrated in a diagram also provided in this report as Attachment 4, “Comparing Statewide Organization’s Request Paths for Fairgrounds.”

During the recent tours of the seven selected California fairgrounds, F&E found that fairgrounds, although not always thoroughly trained on ICS and the SEMS practices, appeared to have far better histories of working their use through local government contacts. (See Attachment 5, “The Source of Fairground Requests For Resource Support for Response in the Past.”)

These findings were in contrast with some interviews with local emergency managers who felt disconnected from notifications when state agencies used a

fairground site to stage for operations. Not knowing a fairground was in use might affect an emergency manager's protective actions decisions for their city or county.

To reduce the discrepancies in fairground resource allocation requests, F&E generated a proposed trigger chart for state-level agencies to use when fairground resources were considered (Attachment 3, "Suggested Triggers for Requesting Fairground Use in Disasters or Catastrophes.") Fairgrounds should integrate these concepts when coordinating with outside agencies. It appears that local emergency management organizations might be appropriate arbiters for what the best and highest use should be in catastrophic events when local public health and safety are at risk.

3. Existing Fairground Best Practices

3.1 Fairgrounds Selected for Evaluating Best Practices

The original project target defined four fairgrounds for direct surveys of their operations. The selections were revised to provide a wider coverage of characteristics of interest that would cover more of the variety found in California. The final selections were (see Figure 1, "Project Survey Sites")):

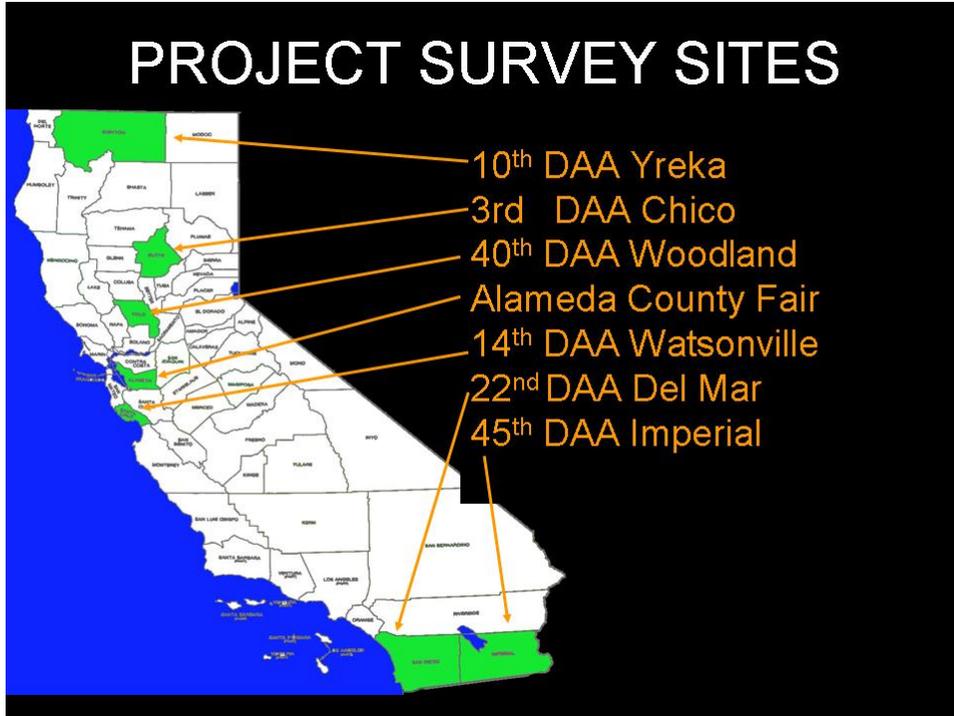
- 10th DAA, Siskiyou Golden Fair
- 3rd DAA, Silver Dollar Fair
- 40th DAA, Yolo County Fair
- Alameda County Fair
- 14th DAA, Santa Cruz County Fair
- 22nd DAA, San Diego County Fair
- 45th DAA, Imperial Valley Expo

The F&E team looked for activities that stood out as best practices. A best practice can be defined as:

A best practice is a technique, method, process, activity, incentive, or reward which conventional wisdom regards as more effective at delivering a particular outcome than any other technique, method, process, etc. when applied to a particular condition or circumstance. The idea is that with proper processes, checks, and testing, a desired outcome can be delivered with fewer problems and unforeseen complications. Best practices can also be defined as the most efficient (least amount of effort) and effective (best results) way of accomplishing a task, based on repeatable procedures that have proven themselves over time for large numbers of people.

F&E's intent was to provide a wide base of best practices that would be specific to fairground operations. There are, as described in the first project report, a number of earlier evaluations of the resources and operational characteristics of California fairgrounds. However, there is no statewide standardized guidance for fairground emergency operations in California. But if fairground managers incorporate the best practices noted by experienced sites, there is likely to be better outcomes for the California during organized responses to catastrophic events.

FIGURE 1
PROJECT SURVEY SITES



3.2 Fairground Tours and Interviews

F&E toured the seven fair sites during September and October of 2010. The fair managers from each site, or their designated staff, were asked to complete a survey (Attachment 6). The survey was reviewed during the onsite tours which included, besides a short interview, a complete tour of the physical plant and grounds. Related documents and full sets of photos were also collected of each fairground. A summary report was completed following the completion of each tour, including an upgraded site map showing how the fairground resources were utilized in past events to support the community or first response agencies. (See Attachment 7 sample map).

Some specific findings of note from the seven fairs surveyed were that:

- 6 existing agreements in place for disaster operations with external agencies (which included local cities, their county, local OES, CAL FIRE, CAL TRANS, California Department of Public Health)
- 5 worked with local response organizations to plan for disasters including local police departments, Sheriff's Departments, local fire departments, local U.S. Forest Service offices, CAL FIRE, local Animal Control, local public health services

- 1 involved in state-level agency planning for disasters
- 7 supported a disaster event in the last five years(chart question 6)
- 6 recovered funds for disaster response costs (chart number 9)
- 0 participated in catastrophic planning documents
- 0 with formal agreements with other “sister” fairs for sharing resources (but there was interest indicated many times, with the desire to have a template that could be used for this purpose)
- 6 with a formal, written emergency plan for the fairground (chart 13)
- 2 received training for ICS of some kind (but interest in ICS training was mentioned several times)
- 1 refused at least once to support a disaster response request (It was a request that was too close to the annual fair date)

Some of these strengths and shortfalls will be discussed in detail later in this report.

3.3 Fairground Best Practices

Through the review and survey process F&E identified a series of best practices used by the seven fairgrounds that can be used as examples for disaster and catastrophic planning by all California fairgrounds. These include:

- Have all the phone numbers of local agencies in place and updated
- Establish prepared emergency kits for large animal sheltering (See Attachment 8, “Emergency Large Animal Sheltering Supplies”)
- Establish vendor agreements with local generator providers/repair shops
- Establish agreements with local lodging facilities for staff should they not be able to return home
- Perform advanced planning so you know what to expect and so do others
- Develop “what if” scenarios and work through them ahead of time through practice drills and exercises
- Participate in local, regional and state disaster exercises
- Provide detention facilities for inmates serving in firefighting crews
- Establish full perimeter fencing for controlled access
- Establish water wells onsite with chlorination and storage to ensure potable water sources if community water systems fail
- Install large propane tanks as power source for power generation, heating and cooking
- Install large backup generators for primary facilities and various sizes of back up generators for other uses
- Use onsite trash compactor, chippers and grinders to compost and control site waste, should offsite services fail

3.4 Fairground Manager Concerns

Fairground managers were asked to provide specific concerns they had in managing disaster operations and current emergency management readiness and response processes. Their responses included the following:

- Managing fair operations or supporting disaster responders when a high-level official decides to visit the fairground.
- Trying to time fairground use and exhibit scheduling around typical disaster season threats
- Managing requests from response agencies to close major events that cannot be rescheduled, especially if they have not been insured for losses

- Keeping ongoing events active when part of the fairground is needed for support
- Trying to support disaster responders when a fairground has limited kitchen facilities, limited water supplies or bottled water for volunteers and crews, a small staff for support, only a small forklift and no loading dock
- Having inadequate amounts of portable fencing to provide ad hoc secured areas
- The lack of enough finished, covered and air conditioned or swamp-cooler space to meet the requests for disaster support
- Managing care and shelter operations with minimal fairground staff for long periods before support from ARC and other non-profits can arrive to assist
- Having inadequate swamp cooling, and no air conditioning, to support care and shelter operations in hot weather
- Managing sporadic losses of all onsite power, especially when there is no backup generator
- Sharing generator sets between fairgrounds when one fairground that has them in use for normal operations, but the requesting fairground has disaster care and shelter operations ongoing
- Facing flooding of certain parts of fairgrounds, which sometimes can limit access and/or use of the fairground
- Facing requests to shelter animals from other animal shelter facilities that are impacted by the event
- Managing requests to shelter people when a fairground has no plans or prepared adequate facilities for mass care and shelter
- Recouping financial losses from disaster support or actual damages
- Managing billing for requests for the use of fairground heavy equipment without an agreement with outside agencies for flat rate per day use or hourly use
- Managing onsite activities when outside agencies decide to restrict grand stands for any use for coordinating reunification of evacuated persons

3.5 Fairground Manager Recommendations

Fairground managers also provided specific recommendations they felt would improve future planning for disaster and catastrophic event responses. These were captured and are summarized in part 7, “Recommendations,” in this report. F&E believes that these observations should be included in the long-term planning process, which will be discussed in greater detail in the third report for this project. The combined decades of experience brings much insight to benefit all fair managers.

3.6 Focus Areas for Future Catastrophic Planning

3.6.1 Response Functions Fairs Can Now Support

Fairgrounds in the survey were asked what response functions they could currently support for disasters and catastrophes. Those responses are provided as Attachment 9, “Functions Fairgrounds Can Now Support.” This table provides the basis for two clear findings:

1. Fairgrounds have significant differences. State-level organizations looking at a fairground should be careful in making assumptions that one size fits all for a particular functional requirement.

2. Fairgrounds do not have consistently strong support capabilities for major medical operations, and for mass relocation activities like repatriation.

Fairground managers were unanimous in noting that if electrical and water utilities were disrupted and unavailable at the site then most of these functions could not be supported.

3.6.2 Response Resources Fairs Can Now Provide

The fairgrounds were asked to describe what they believed were resources they had to currently support future disasters or catastrophic events. Those views were well-matched with the proposed future needs described by state-level agencies in the previous report. The fairground responses are provided as Attachment 10, "Resources Fairgrounds Can Now Provide".

As it stands now, many fairgrounds will not likely be reliable sources of:

- Food and Water Adequate for Mass Care and Shelter
- Portable Lighting
- Cots
- First Aid Supplies
- Refrigeration
- Buses

Although buses and trams are often visible at fairgrounds, they typically belong to vendors or local public transportation agencies. Care and shelter operations need to consider this if there is a need to relocate an existing mass care facility from a fairground to another site. Buses and other ADA supportive transportation will have to be acquired from offsite sources.

It is also worth noting that state-level organizations should not consider that all fairgrounds have the same resources. The table in Attachment 10 clearly depicts the many gaps that occur between just these seven sites.

3.6.3 Future Issues to Address

In summary, some of the functional areas and resources that will need more coordinated planning than in the past, especially for catastrophes, include:

- Any activity involving major medical operations
- Mass relocation and repatriation operations
- Alternate use sites for government centers and EOCs that are damaged
- Alternate use for schools that are damaged or lost, or for reunification
- Alternate use for businesses that are key to the community but cannot find local rental space
- Detention of prisoners moved from a damaged facility
- Temporary Field Mortuaries
- RV Support sites for emergency workers and displaced motor home users
- Potable water supply sources when community systems are lost or fail
- First aid supplies and cots for sites that will likely be used for human care and shelter
- Mass transit resources for relocation of mass care and shelter facilities
- More extensive availability of portable lighting sets for fairgrounds

4. Resource Use for Disasters and Catastrophes

4.1 Laws, Regulations and Guidance

There are no specific laws requiring catastrophic planning at any level of government as being unique from disaster or emergency planning. The evidence from recent events like Hurricane Katrina, the 9/11 Terrorist Attack, and even the nearby Haiti earthquake are strong reminders that the United States is as vulnerable as ever to major threats that can reach the catastrophic level. The Stafford Act uses the terminology “disaster” and “major disaster” for Presidential Declarations, and specifically identifies “catastrophes” within the framework of a “Major Disaster”:

“Even two decades ago some researchers were saying that there were ‘disasters’ and that there were ‘disasters’ that were beyond typical disasters.” The latter came to be called ‘catastrophes.’ However, only a few scholars have spent time trying to describe the characteristics of catastrophes...”
E. L. Quarantelli, 2006

“MAJOR DISASTER.” Major disaster means any natural catastrophe (including any hurricane, tornado, storm, high water, wind driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.”

The National Response Framework (NRF) does not address the exact term “catastrophe” as a specific legal category for different actions than are promoted for emergencies and disasters. Instead, the NRF refers back to the Stafford Act definition.

Regardless of specific language in law for catastrophes, the Executive Branch of the federal government took the initiative to move catastrophic preparedness forward throughout the country. Instead of depending on language in specific laws to justify the efforts, federal and state agencies typically list other related laws, orders, regulations and formal disaster plans that empower them to perform planning to protect the public, infrastructure and the environment during disasters. The powers to move beyond just disaster planning is assumed within the context that a catastrophe is simply a more serious level of disaster.

FEMA and the U.S. Department of Homeland Security (DHS) started a program known as the Catastrophic Disaster Planning initiative. Its purpose is to:

...identify high-risk areas, by using the 15 National Preparedness Goal scenarios to base loss estimates and assess current disaster response capabilities, to determine response shortfalls and gaps. Based upon the identified shortfalls and gaps, planners are able to identify and quantify response requirements.

Currently, the catastrophic planning initiative is using scenarios, based on science-based formulas, in the following areas:

- **Louisiana-Hurricane**
- **New Madrid Seismic Zone (8 states)**
- **Florida-Hurricane**

- **California-Earthquake**
- **Hawaii-Cyclone and Tsunami**
- **Nevada-Earthquake**

4.2 Local, Regional, State and Federal Planning

4.2.1 Local Government Plans for Disasters and Catastrophes

Local hazard mitigation (Hazmit) plans, at the City or County level, can provide more specific hazard information that could affect fairgrounds in their jurisdictional boundaries, including for catastrophic level events. Approved Hazmit plans can be found online at the Cal EMA site at:

http://hazardmitigation.calema.ca.gov/approved_local_hazard_mitigation_plans

Local government plans typically do not have substantial strategies for catastrophic events as those, by definition, overcome local resources. Local emergency plans address catastrophic events as ones that require preventative measures, whenever possible, especially by sheltering in place, evacuating or operating mass care and shelter centers. Fairgrounds are usually included as a primary site for care and shelter of people and animals. Some local plans, especially those for operational areas (OA) (which includes emergency coordination for and between all governmental jurisdictions within a county boundary) do address some of the use of fairgrounds in catastrophes. Some also note the use of fairgrounds as medical shelters—a related but different function than general care and shelter. Some also note fairgrounds as specialized points of distribution (PODs) for food, water, donations, and for public health vaccinations.

California, at the regional and state level, has actively worked on developing its overarching guidance by producing the California Catastrophic Incident Base Plan Concept of Operations (CONOPS) in collaboration with FEMA Region IX and the U.S. DHS in 2008.

In the California CONOPS the types of threats recognized as the basis for potential catastrophes include:

- Earthquake
- Flooding
- Wildfire
- Chemical, Biological, Radiological, Nuclear and Explosive (CBRNE) incidents
- Civil Unrest
- Dam and Levee Failures
- Drought
- Extreme Heat
- Hazardous Materials Release
- Landslide
- Severe Weather
- Tsunami
- Pandemic and Epidemic
- Volcanic Eruption

FEMA Region IX and Cal EMA have collaborated in the completion of catastrophic earthquake plans for Northern and Southern California. The *San Francisco Bay Area Regional Coordination Emergency Plan* was released publicly in October of 2007. The Bay Area plan was later enhanced on September 3, 2008 with the release of the *San Francisco Bay Area Earthquake Readiness Response: Concept of Operations Plan*. The *Southern California Catastrophic Earthquake Concept of Operations* was released on December 14, 2010. These documents provide a sound basis for large events that would likely overwhelm local resources, but they don't specifically describe fairground roles.

The catastrophic plans are comprehensive in describing collaborative organizational structures and the likely needs stemming from a major earthquake (7.7 to 7.9 on the Richter Scale on the San Andreas Fault). However, even though CDFA was a planning partner in the documents' development, there is no discussion about the use of fairgrounds as a catastrophic resource in the main texts. There is, however, a listing of fairgrounds in one graphic in the Southern California Plan. The public versions of the plans are particularly interesting regarding the resources required to meet catastrophic gaps. Many of these were identified in the recent F&E surveys of statewide organizations as those likely to be requested from fairgrounds in future events. The lack of fairgrounds being discussed as a major resource in catastrophes within these plans indicates a shortfall in collaborative catastrophic planning between key agencies and fairground management. This should improve in future catastrophic planning.

FEMA also drafted a Catastrophic Planning Guide in December of 2009 to further assist state and local government with their catastrophic event planning. However, with the federal initiative in mind, the primary activities in catastrophic planning in California to date focused on major earthquakes in the San Francisco Bay Area and in Southern California. The CONOP proposes, however, that there will be additional planning for:

In accordance with SEMS, the State of California provides for the orderly submittal of resource requests from the Emergency Operations Centers (EOCs) of county Operational Areas to one of three REOCs and potentially to the State Operation Center (SOC)..., or through discipline-specific mutual aid system channels...

California Catastrophic Incident Base Plan Concept of Operations (CONOPS)

- Cascadia Subduction Zone Earthquake (The Zone is to the west of the northern California coastline)
- Sacramento-San Joaquin Delta Flood
- Pandemic Influenza
- CBRNE Incidents

4.2.2 Cal EMA Resources Project

California is developing its master listing of resources by type throughout state and local government through the Cal EMA "Metrics" project, which will tie response resources to disaster and catastrophe planning strategies.

All of the typed resources will be comprehensive as more disciplines are added to the categories. However, at the date of this report, fairgrounds are not involved in this process and there is no typing system in place for their resources. So for instance, there is no such element as a Type 1 Fairground Management Team, which might be sent from an undamaged fairground to assist one that was struck by a catastrophe. There is no pre-defined makeup or

characterization of such a team, their capabilities, certifications, equipment, transportation needs, etc.

If the fairground resources are managed during catastrophes under Emergency Function 7 in California then there would be value in an initial effort to categorize some of the basic types of services the fairgrounds can share with each other through the general process of mutual aid (Figure 3). There are resources shared on an emergency basis now between fairgrounds, and also on a non-emergency basis. These include such items as portable lighting, portable generators, and portable stages.

4.2.3 DOD Resources Project

The Department of Defense (DOD) is on a parallel course to prepare its own master resource typing list in collaboration with California's typing project. The DOD project intends to provide a national resource listing by type for the military to be used to respond to disasters as part of the Defense Support to Civil Authorities (DSCA).

4.2.4 FEMA Resource Typing

Effective resource management is the hallmark of the Standardized Emergency Management System (SEMS) and NIMS. The process of resource typing was used by fire fighters for decades by categorizing teams and equipment as Type 1 and Type 2. Pre-identifying resources by their characteristics is now a major FEMA project. FEMA started to organize key emergency responder resources under sixty typing titles as early as 2003 in what was called "The First 60" approach. A more substantial national formalization came with the publication of *Typed Resource Definitions, Fire and Hazardous Materials Resources* in 2005.

In this guide FEMA noted:

"The National Mutual Aid and Resource Management Initiative supports the National Incident Management System (NIMS) by establishing a comprehensive, integrated national mutual aid and resource management system that provides the basis to type, order, and track all (Federal, State, and local) response assets.

For ease of ordering and tracking, response assets need to be categorized via resource typing. Resource typing is the categorization and description of resources that are commonly exchanged in disasters via mutual aid, by capacity and/or capability. Through resource typing, disciplines examine resources and identify the capabilities of a resource's components (i.e., personnel, equipment, training). During a disaster, an emergency manager knows what capability a resource needs to have to respond efficiently and effectively. Resource typing definitions will help define resource capabilities for ease of ordering and mobilization during a disaster. As a result of the resource typing process, a resource's capability is readily defined and an emergency manager is able to effectively and efficiently request and receive resources through mutual aid during times of disaster."

All of these efforts led to a more comprehensive system of resource typing. Examples of what completed typing should look like were provided in Appendix A of the NIMS guidelines in 2008.

FEMA and U.S. DHS are completing their work to complete the resource typing in key response disciplines including Incident Management, Emergency Medical Services, Fire, Hazardous Materials, Law Enforcement, Medical and Public Health, Public Works, Search and Rescue and Mass Care. The federal vision is that eventually all of these master lists will be rolled into one comprehensive data base known as the National Incident Management System - Incident Resource Inventory System (NIMS-IRIS).

4.2.5 Coordination of Resources—Emergency Information Management Software

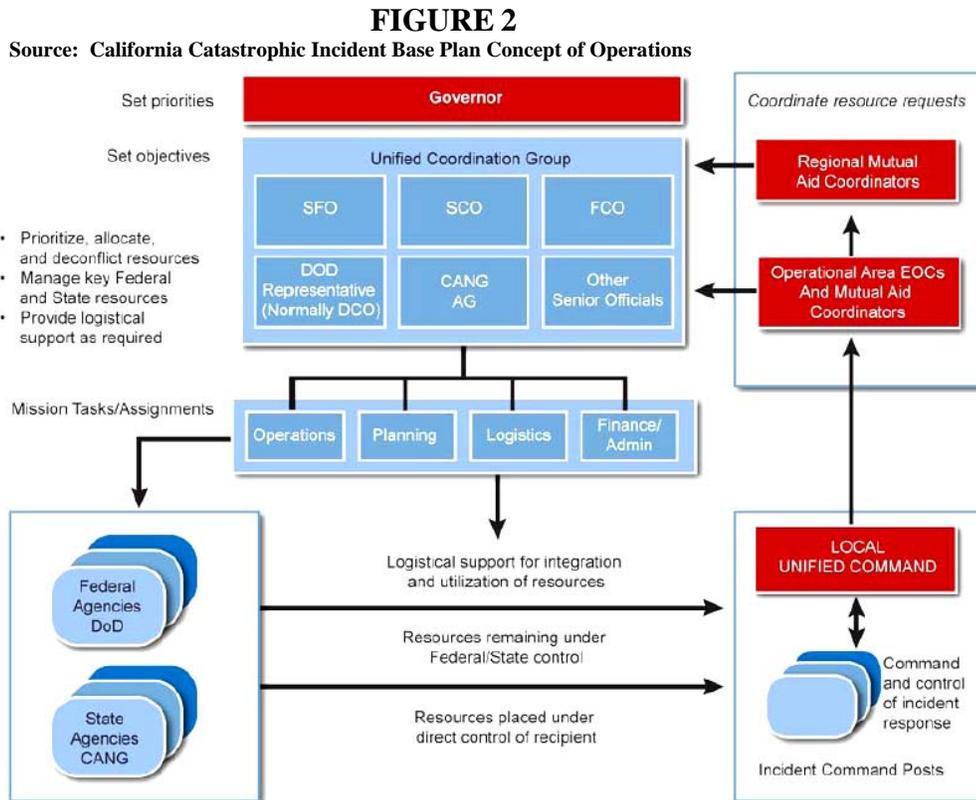
The process of coordinating resources can be daunting and complex, especially in catastrophic events. Fairgrounds may exist as a general resource listing in local and regional plans and as an “assumed availability” in state-level and federal plans. In any case, the processing of requests for use of fairgrounds in total or part is required to go through mission tasking during disasters and catastrophes. The State of California uses an Internet-based, emergency Information Management Software (IMS) that is called the Response Information Management System (RIMS). RIMS ties all 58 Operational Areas and State agencies together in California during a State of Emergency, or federal disaster. It also connects to some private sector interests, utilities and certain non-profits. On the other hand, many local governments, including first responder organizations, use other IMS systems, especially WebEOC™. Fairground managers should contact their local emergency managers if they want to explore using an IMS that will help coordinate their efforts and connect them with other emergency management organizations during catastrophes. IMS provides shared information about the status of the event, resource use, decision-making and response by all levels of government. It can be a critical lifeline for verified information when communications systems breakdown in a community. RIMS is also a doorway to acquiring mutual aid resources.

4.3 Mutual Aid Systems and SEMS

The California Emergency Management Agency (Cal EMA) has a clearly defined role for coordinating requests for state resources during a State of Emergency in California, and during federally declared disasters, by assisting with mutual aid requests between Operational Areas (OA) when counties and cities have declared a Local Emergency. These duties are defined in the California Government Code (CGC) starting in Article 8550, in what is commonly referred to as the California Emergency Services Act (ESA), and also in the California Disaster and Civil Defense Master Mutual Aid Agreement. The implementation of those powers and their use during emergencies and disasters has proven successful during decades of responses to major events, including some that would qualify as catastrophic.

In catastrophic events it is likely that the Federal Emergency Management Agency (FEMA) Region IX will take a substantial role in response to the threat to life, property, and the environment in California. FEMA’s role is clearly defined in the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) and in FEMA’s implementation plans for catastrophic events in California.

The State CONOP for catastrophic events does reiterate the requirement to follow the National Incident Management System (NIMS) for resource allocation during catastrophic events. This is summarized in Figure 2. This is important to understand how government may plan to acquire and allocate fairground resources during disasters and catastrophes in California.



4.4 EMAC

There is a well-established history of fairground use for care and shelter of the California public after major floods, fires, earthquakes and severe weather, including the use of fairgrounds as medical shelters. The fairgrounds, however, do not have experience with a large influx of evacuees from outside of California, either from other states or from other countries.

An important consideration is the role of Cal EMA in the coordination of the Emergency Management Assistance Compact (EMAC) in regards to evacuation of residents of others states into California, and their later repatriation, after major events, like catastrophes.

Although EMAC has been used successfully by California and other states, there is not substantial experience with managing the immediate demands of tens of thousands of non-Californian evacuees needing shelter. There may be some federal funding available for out-of-state evacuees during a federally declared disaster through the “Host State” program. However, extensive unrecoverable costs could lead to substantial financial losses for fairgrounds. Catastrophic sheltering

operations should be evaluated thoroughly through regular exercise activities between state agencies and the fairgrounds, including evaluation of cost recovery.

4.5 Fair Resource Sharing

Fairgrounds often share resources both on a personal “sister fairgrounds” basis and on a regional basis. This sharing now includes (with support from F&E):

- Portable staging
- Portable light sets
- Portable generator sets

Considerations for catastrophic events might include sharing other resources, including:

- Fair management personnel with experience in disaster response and recovery operations—especially fiscal recovery and contract negotiations with vendors and first response organizations
- Maintenance personnel
- Heavy equipment for debris removal
- Mobile kitchens
- Public information specialists
- Potable water from one fairground’s sources by tanker trucks

If fairgrounds develop an internal mutual aid system they should also inform local emergency management agencies of any primary resources that are moved out of a community, for instance cots for care and shelter, animal pens for animal shelter, etc. If fairgrounds become more involved with resource typing, their resources can be used effectively in the existing California Master Mutual Aid regional and state system strategies.

Fairground managers should realize that they may also deny access to their resources if there is a greater need for them locally (but this should be based on health and safety considerations, not actual fairground general operations). However, government jurisdictions do have the authority to “take” any public or private resource within their sphere of influence if it is deemed critical for immediate saving of human life and safety. For instance, the Governor has the authority to appropriate any public or private resources within the State that are deemed necessary for the immediate protection of human life and safety. This does exclude, however, taking a federal government resource. The President, however, has the same authority over all assets within the United States.

5. Resource Management Processes and Tools

5.1 Plans, Policies, Procedures and Programs

During its survey of fairgrounds, F&E did not find extensive fairground plans, policies, procedures and programs for coordinated resource management during major disasters and catastrophes. Some fairgrounds have guidelines for rental fees for space and heavy equipment (See a redacted example as Attachment 11). Some have specific charges for use of recreational vehicle (RV) hook-ups. A few also have guidance for the hourly rates of staff if they are diverted from their normal

functions. However, there is not a consistent, consolidated guide for how the many fairground resources could be managed. One striking inconsistency is the manner in which fairgrounds form agreements for the use of their space and facilities by requesting first response agencies. The approaches include:

- Ad hoc contracts written at the time of the event or need
- Hand shake agreements with no fees exchanged
- Long-term contracts with sunset clauses
- Open-ended contracts with set fees that do not change over time

The established mutual aid network is not regularly implemented in these processes. This could cause confusion in mutual aid resource management during catastrophic events. For example, the previous project report noted that first responder compatibility issues have occurred during past disasters that were not catastrophic in scope. Clearer guidelines on coordination of resources would be helpful.

5.2 Resource of Particular Interest

5.2.1 Portable Lighting

Fairgrounds should state in their plans where they can acquire portable lighting in a timely manner during catastrophes, even if the fairground has backup generators that support existing fixed lighting. The sources should include access to regional caches at other fairs, local or regional vendors, and potential state resources (e.g., making requests through local emergency services to the Cal EMA Region for Caltrans portable lighting sets).

5.2.2 Animal Pens and Cages

Many fairground managers have extensive experience with the sheltering of pets and livestock. F&E found in its surveys that there is often a shortfall of small animal pens and cages. However, what was found was a difference in what types of containments were in use between fairs. Some fairs have extensive portable enclosures for sheep and pigs. Some have plentiful caging for chickens and other fowl. Other fairs had caches of wiring and fencing that are used to build “quick cages” as they are needed. Some fairs also have arrangements with animal support clubs that focus on a particular animal type. These clubs have agreed to help provide free caging when it is needed during emergency sheltering of pets. Fairgrounds should state in their plans how they could supplement their existing cages and pens quickly when catastrophes strike.

5.2.3 Portable and Other Backup Power Supplies

Fairgrounds should address in their emergency plans how they can acquire portable generators during catastrophes. This could be from other fairs, from local vendors, or through State resources (e.g., making requests through local emergency services to the Cal EMA Region for National Guard portable generator sets).

5.2.4 Kitchens—Fixed and Portable

Fairgrounds should address how they would manage food preparation if their own kitchens and refrigeration storage were damaged. These sources could include support from non-profit organizations that are known for their portable

field kitchens, e.g., the Salvation Army. If a sister fairground has portable kitchens those resources then those resources should be evaluated for access.

5.2.5 Restrooms Including ADA Considerations

Fairground plans should address how restrooms and showers can be replaced by portable units during catastrophes, especially for fairgrounds that do not have restrooms that meet “Family Assisted Restrooms,” per ADA requirements. The California Construction Authority has plans for 10’ x 10’ units that can be constructed. This support may include supply from vendors in the area, or a distant vendor out of the region. Fairgrounds may also have access to portable units owned by sister fairgrounds when they are not impacted.

5.2.6 Medical and First Aid Supplies, Including Caches

Larger fairgrounds have medical facilities and some caches of medical supplies. However, most fairgrounds do not have substantial facilities. F&E found that some fairgrounds had not mapped the location of their own first aid kits and AED units. Although most fairgrounds depend on local EMS support by ambulance companies and EMTs, as well as local community medical trauma facilities, fairgrounds should still evaluate the capabilities they have available onsite and capture that information in tables, lists and maps, as appropriate.

5.2.7 Heating and Cooling Capabilities for Human Sheltering

Fairgrounds should clearly state in their emergency plans what resources they have for heating and cooling, including backup power connections.

5.2.8 Miscellaneous Uses

There are some miscellaneous and infrequent resource requests that fairgrounds have met and may meet in the future. These include such capacities as:

- Alternate site for schools that are lost or damaged in disasters
- Alternate seats of government
- Alternate Operational Area EOC sites or Alternate City EOC sites
- Alternate sites for major community business operations that need temporary housing when there are none available locally to rent
- Secured sites for special functions, (e.g., use as secured voting sites for residents of other countries when they cannot return safely to vote in their homeland)
- Temporary field morgues during catastrophic events
- Prisoner detention holding facilities when jails and prisons are evacuated

5.2.8.1 Infrastructure and Staffing Requirements

The fairgrounds already have experience with providing controlled facilities for firefighting volunteers that come from local jails and state prisons. However, fairgrounds are not law enforcement facilities, so any detention

capability requests would be for facility space, and not for operations. Fairgrounds should refuse to accept any responsibility for the control and management of prisoner populations that need temporary location.

Many fairgrounds have freezer units that could be used for temporary morgue operations. However, field morgues that use fairground refrigeration should be only allowed with the written agreement that any coolers used for this purpose would be replaced with new units by the requesting agency. Any refrigeration unit used as a morgue would no longer be acceptable as a food storage unit.

In addition, fairgrounds should resist any attempt to use their sites for mass grave operations. Mass graves are not considered acceptable in current U.S. emergency management planning, but during worst case scenarios there may be no other choice. A fairground is not appropriate for such activities.

5.3 Restraints in Selecting Ad Hoc Uses

Fairgrounds that continue the practice of forming resource contracts and other agreements only after an event are risking refusal of reimbursement from the Stafford Act for federally declared disasters. It is important that fairground managers understand this restriction. If agreements and contracts are already in place, and they specifically call out the costs of using fairgrounds for disaster operations, with cost allocations clearly defined, then the likelihood of reimbursement is much higher. (Except, currently, for the care of livestock, which according to FEMA excludes cost recovery for care of personal and family horses.)

6. Logistics of Resource Management

6.1 Identifying Actual Needs

Fairground managers should ask the following questions:

- If my fairground is harmed by a hazard I have identified as a likely threat, what resources and policies (controls) do I have to respond to the event and recover?
- If I don't have enough resources (gaps) where can I get them?
- What kinds of resources should I expect the fairground to have available at the time of a disaster or catastrophe, based on existing agreements with others?

Every organization and jurisdiction is responsible for first trying to provide its resources ahead of time, or locally at the time of the event, at their own costs. If the organization or jurisdiction does not have funds left to acquire the resources, or resources simply are not available to address issues (especially life critical threats) in a timely manner, then it is appropriate to request mutual aid. However, before asking for aid, a fairground must know:

- The specific type of resource that is required
- Its capacity and use
- If it requires specialized personnel to operate, handle or distribute
- How long it will be used
- What it will be used for by the organization or jurisdiction

6.2.1 Existing Resources in Other Fairgrounds

Fairground managers can reduce the impact on other jurisdictions by requesting fairground-to-fairground support. Again, if it is a critical resource that local government assumes will be available, this should be coordinated through the regular mutual aid system and from the Operational Area locally, or through the Regional Emergency Operations Center (REOC) through other counties and cities in the region. Otherwise, for less critical items, direct contact is certainly acceptable and effective, as long as each fairground is clear about the need, and that the same kinds of questions are asked as were discussed part 6.1.

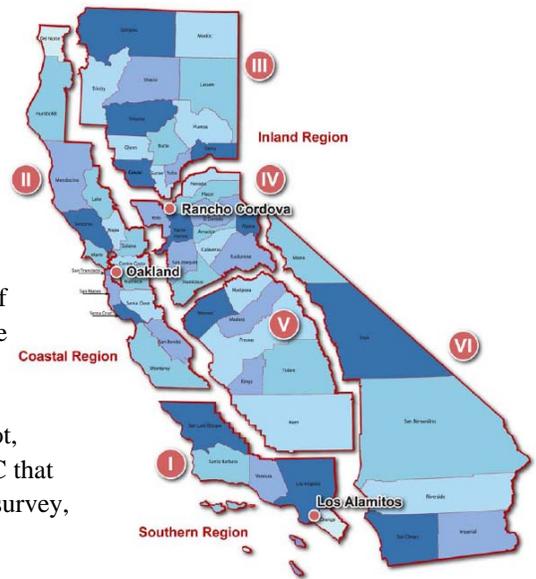
It would also be useful if fairground managers reported the lending of equipment to F&E. This is especially important whenever those resources were purchased through an F&E grant that had the specific purpose of making the items available between fairgrounds during disaster response.

6.2.2 Mutual Aid through the Operational Areas

The State of California divides its 58 counties into six mutual aid regions for coordination of resources during disasters (Figure 4), but also as a basis for planning and preparedness. Cal EMA

organizes its administration of these regions into three general geographic regions: Inland (III, IV, V), Coastal (II), and Southern (I, VI). There are three Regional Cal EMA offices (Rancho Cordova, Oakland, and Los Alamitos) where the REOCs are located for operation, including mutual aid coordination, whenever an OA activates its EOC. Fairground managers will need to make their requests for resources through their OA offices, and typically through their City EOC first, if it is activated and part of the event. Even if the City nearest the fairground, or the OA, is not involved, the local jurisdiction emergency manager may still be willing to assist the fairground through this process directly through their offices. If not, the fairground has the option to go directly to the REOC that is operational and request assistance. During the F&E survey, fairgrounds described how resource requests were received in the past (See Attachment 5.)

FIGURE 4



6.2.3 Memorandums of Understanding with Agencies

A memorandum of understanding (MOU) is an official document between two or more organizations for the specific purpose of providing support. It may be for mutual aid purposes with no expectation of reimbursement, for specific payment for services, or as a hybrid—allowing unreimbursed services for a specific period to be followed by a rate schedule of fees after the free period is exceeded. These agreements are often complex and time consuming, and should not be expected to be used ad hoc. Some take years to develop and get final approval. Fairgrounds noted they would like MOU templates for future agreements they make with external agencies. Examples of contracts/

agreements for emergency services have been added to this report as Attachments 14.

6.2.4 Agreements with the American Red Cross

Care and shelter operations are chartered nationally through the American Red Cross (ARC). It is common for organizations, including fairgrounds, to have standing agreements with the ARC to define the specific relationship and services that will exist when there are mass care and shelter operations. The ARC may already have such an agreement in place with the city or county where the fairground is located. If not, it may be to the fairgrounds' advantage to seek out an agreement to ensure the roles and responsibilities during mass care and shelter are clearly defined when a fairground facility is used. The first step is to contact the local emergency management office to find out what is already in place.

6.2.5 Agreements with Other Non-Profits

A vast variety of non-profit organizations may appear to offer services during major disasters and catastrophes. It is worth noting that there are a variety of concerns about the quality of non-profit volunteers. Some organizations may not carry adequate liability coverage, do extensive background checks or perform substantial and appropriate training. For fairgrounds this becomes an issue especially with groups that want to assist with animal care during shelter operations. It is not necessary for the fairground manager to be the filter for choosing who is appropriate or officially vetted to enter the fairgrounds to assist.

Many OA's coordinate their volunteer operations under an umbrella known as the Volunteer Organizations Active in Disaster (VOAD). Some OAs leave all of this coordination under the control of a lead organization, like ARC. Still, many OAs depend on the state-level clearinghouse: California Volunteers. (<http://www.californiavolunteers.org>)

CDFA's California Animal Response Emergency System (CARES) also can act as a source for evaluating the acceptance of any animal support group. (<http://www.oes.ca.gov/WebPage/oeswebsite.nsf/Content/291CE21A963800078825777A0071B6CF?OpenDocument>).

CARES is working towards each OA having a County Animal Response Team (CART), which should also help fairgrounds with non-profit concerns for animal care during emergency shelter and care.

Attachment 15, "*Memorandum of Understanding for Animal Care During Disasters*," is provided as a guide for making animal care agreements.

It is unlikely that a single, non-profit (outside of the ARC) will request a specific disaster-operations agreement ahead of time with a fairground. However, in case there is such a request, it would be wise to contact some of the organizations mentioned to discuss the alternative types of agreements ranging from a letter of agreement (LOA) to an MOU.

6.2.6 Understanding Emergencies, Disasters and Catastrophes

It is valuable for fairground managers to have an understanding about the difference in resource management for emergencies, disasters and catastrophes. The category of event definitions sets the stage for how much dependence fairgrounds should expect from outside their operations. In local emergencies there may be mutual aid available from within the Operational Area, and even beyond, if the emergency calls for unique skills or equipment. However, state resources are not typically available through the California Master Mutual Aid System until the Governor proclaims a State of Emergency. That may not occur if the events are seen as manageable within the jurisdiction's capacity to use its resources with adjuncts from mutual aid. Federal resources are not available, nor are EMAC resources, usually until there is a federal disaster declaration. There have been exceptions, but they are rare.

Fair managers should know that there are no free federal resources through mutual aid. The percent of cost is typically divided as 75% federal and 25% state during federal disasters. There is precedent for lowering the 25% for states during major disasters and catastrophic events. However, that is at the discretion of the federal government and should not be an expectation. The 25% is then divided, by formula, between state government and local governments.

What does that mean to a fairground manager? If a federal resource of substantial cost is provided by request by a fairground, especially for a long period of time, then the fairground may receive a bill from the local jurisdiction to pay its part of the costs to the state, which they then use to pay the federal government. That is why discretion and discussion are always in order when someone at the local level wants to request federal resources.

6.2.7 Range of Uses

Fairground managers may want to install permanent support resources for disaster and catastrophe operations. It is wise to plan for alternate and other regular uses of the same resource prior to installation. For instance, if a large, modernized space is used for exhibitions, it may be valuable to improve the heating and cooling system for both the exhibitors and for the public that are going to be housed in the same space during mass care and shelter. If a new portable generator is going to be purchased, it could be sized for an exhibition facility with the written understanding that it will have use during power outages to support the needs of the public and first responders. Multi-use planning is effective when the intent is described prior to an event. If federal recovery funds are available it is then easier to justify the costs of operating the resource, because it has other functions but disaster support was part of the original design plan.

6.3 Evaluating Conflicting Uses and Collaborative Uses

State-level organizations were asked to describe their opinions about compatibilities of various uses at fairgrounds during disaster response. Attachment 12, "Table of Compatible and Incompatible Fairground Uses" depicts their answers. The conflicts are obvious and this gap in operational coordination is one of the critical areas for fairground use to be resolved as soon as possible through inter-discipline collaboration and policy adjustments.

6.3.1 First Use Concept for the Highest Good: Public vs. Responder Needs

Fairgrounds are, in many cases, viewed as state resources by state-level organizations. This misconception was addressed in the first report. Although some funds may be allocated for annual fair activities through F&E, fairgrounds are without a doubt a local fixture with strong roots in many community activities. Fairground managers were quite clear in all of their discussions during the F&E survey that their first duty during disasters and catastrophes is to protect the health and safety of the public around them. Fairground managers should not have to be the arbitrator between state-level organizations with competing interests for fairground resources during catastrophes. However, fairgrounds will likely choose the immediate needs of the local public for care and shelter, food and water dispensing and medical care before turning the site over for staging or base camp operations for first responders. This public service perspective is the foundation for their concept of *first use based on the highest good*.

6.3.2 Operation Compatibilities and Incompatibilities

Activities surrounding direct services to the public appear to be highly compatible such as mass care and shelter, food and water distribution, heating and cooling centers, animal sheltering, large-scale vaccination and reunification of people after evacuations.

First responder's base camps and staging areas were compatible with like operations that did not involve general public presence, such as alternate EOCs, law enforcement operations, and medical field hospitals. First responders obviously want a more controlled, isolated environment.

6.4 Receipt and Tracking of Requested Resources

The IMS software previously noted usually has straight forward methods for tracking requested resources, their receipt, their use, and their eventual return to the originating source. If a fairground does not have access to these systems then a paper trail process should be developed with adequate paper trails (with original signatures at key points) to ensure that resources are not lost, stolen or misused.

6.5 Maintenance and Other Costs of Received or Used Resources

The fairground has responsibility for upkeep, care and maintenance of any resource it receives through mutual aid, or from loans from other fairs through direct requests. It is important to ensure the condition of the resource was carefully recorded upon receipt and when it is returned. One lesson learned is to take appropriate photos of the resource at both the entry and exit process. If a resource is lost, damaged or stolen, the fairground will have the liability for replacing the resource to the originating organization. It is poor practice to return a resource in anything but the same condition in which it was received. Organizations that abuse mutual aid resources may find it difficult to receive support during the next event if they have a habit of misusing resources in the system.

6.6 Return of Resources

Shipping large resources long distances in mutual aid regions can be costly. It should be clearly understood and documented, before receiving a large resource, about who is responsible for the transportation and shipping charges for the original transport and the return of the resource.

6.7 When Cost Recovery Begins

F&E found during its survey of fairgrounds that there is a substantial inconsistency regarding cost recovery for both support of first responders and for actual damages and losses to the fairground. The most important best practice any fairground can learn is that every effort should be taken to recover costs when possible. Some fairgrounds give away space and facility use as a *quid pro quo* for community support and facility protection by nearby responder organizations. This practice, though laudable, does not contribute to the long-term fiscal continuity of a fairground. Most fair managers were interested in the development of a standardized guide booklet to lead them through all of the processes of recovering funds from disasters that harmed the fairgrounds or from support of first responders.

F&E found that fairgrounds do not take frequent advantage of exhibition insurance coverage offered by the California Fair Services Authority (CFSA). One of the fairground managers saw the value and insured a major event before it occurred. A major storm cancelled the event, but the fairground was able to recoup a substantial amount of the loss through that insurance. Obviously not every event can be insured because of cost restrictions, but fair managers should also know that the loss of an event's income because of a fair's support of community disaster needs, or first responder staging, is not recoverable under any state or federal recovery funding.

There are some additional best practices that will aid fairground managers to be successful in acquiring recovery funds, as described below. However, as noted before, a close and consistent connection with local emergency managers before events is critical to ensure fairgrounds are kept informed about critical application processes and cut-off dates for state or federal recovery funds.

6.7.1 Time Restrictions for Recovery Applications

Fairground managers need to be particularly sensitive to the application dates set for grant funds. This would include agreements with first responders that are covered by specific grants, the California Disaster Assistance Act applications, and, of course, Stafford Act Public Assistance applications through FEMA. Each may have its own restrictions which can change over time. The best approach is always to apply early, even if only preliminary losses are known, and update those as soon as new information is available.

Fund receipts will be available sooner through mutual aid agreements or direct contracts than through some other grant processes. Insurance returns may also be one of the best measurers for speeding recovery funding. State funds can be slowed substantially, especially when they are interconnected with federal disaster funding for a major disaster or catastrophe. Federal subgrantee requests are the slowest to arrive in almost all cases. Major recovery projects could take years to be completely funded, with the auditing process continuing for years after funds are provided.

If applications are not processed in a timely fashion by the fairgrounds it will take that much longer on the other side to receive the funds. And, if a deadline is missed, there is no turning back the clock...the process is over and the opportunity is lost.

Fairgrounds have **60 days** to complete their initial Notice of Interest (NOI) application to Cal EMA after there is a state of disaster proclamation, but they should not wait any longer than is necessary. The sooner the application is submitted the better, even while costs are being incurred. A final resolution of costs will come later. Starting the application process is critical. Also, assisting in providing information for the Initial Damage Estimate (IDE) is crucial for the State to meet certain loss criteria required to justify State Proclamations and requests for federal declarations. Fairground damages should be reported to the OA EOC as soon as possible, even if they are just initial rough estimates. These estimates include primarily damage and loss of infrastructure like buildings, utilities, vehicles, etc.

The Cal EMA (then State OES), *Disaster Recovery and Mitigation Handbook*, July, 2004, is an excellent resource that fairground managers should read when considering recovery applications. See:

[http://www.oes.ca.gov/Operational/OESHome.nsf/PDF/Disaster%20Recovery%20and%20Mitigation%20Handbook/\\$file/Handbook10_04.PDF](http://www.oes.ca.gov/Operational/OESHome.nsf/PDF/Disaster%20Recovery%20and%20Mitigation%20Handbook/$file/Handbook10_04.PDF)

For state applications for recovery also see the July, 2004, State OES, *Recovery Manual*:

[http://www.oes.ca.gov/Operational/OESHome.nsf/PDF/Recovery%20Manual/\\$file/RecovManual10-04.PDF](http://www.oes.ca.gov/Operational/OESHome.nsf/PDF/Recovery%20Manual/$file/RecovManual10-04.PDF)

To further understand the federal application process, please refer to the *Public Assistance Applicant Handbook*, FEMA P-323, Federal Emergency Management Agency, March 2010:

http://www.fema.gov/pdf/government/grant/pa/fema323_app_handbk.pdf

6.7.2 DUNS Numbers

Fairgrounds must have a DUNS number (Duns and Bradstreet), which can be requested online at: http://smallbusiness.dnb.com/13723751-1.html?cm_mmc=Google--Keyword--online--application+for+duns+number&LID=76036944

This is needed for State and Federal public assistance requests for recovery fund applications. An explanation of obtaining and the use DUNS numbers is at: http://www.dnb.com/US/duns_update/

6.7.3 Force Account Records

Accurate, complete and signed force account records (labor and equipment) are critical when requesting cost reimbursement. Any record that appears to be “after the fact,” will be thrown out of applications. Funds may be de-obligated that were initially funded if the records do not pass the final audits. Errors in bookkeeping during an event have proven costly to jurisdictions in the past. Having a specific, effective and consistent process and policy in place for

tracking disaster costs before an event saves time and fiscal impediments to recovery funding.

6.7.4 Exclusions of Regular Services and Volunteer Labor

Fairgrounds managers should not include labor costs for the time when their staff work their normal shift hours. Overtime hours should be included as part of extraordinary costs. Volunteers are never considered as paid resources. Their time cannot be included as part of a force account record.

7. Recommendations

The following recommendations are a compilation of suggestions from fairground management in California for improving disaster and catastrophic event response programs:

PREPAREDNESS

- Develop an understanding with the ARC that fair managers would prefer to house people directly with their animals, not co-located, as the ARC policies require. This can be accomplished successfully and still meet ways for ARC to support care and shelter operations at fairgrounds.
- Improve the situational awareness of fairground managers regarding threats that are outside of the fairgrounds that could very likely impact the fairground operations.
- Clarify state agency priorities in policies for the use of fairgrounds during disasters and catastrophes.
- Establish a crisis management plan template for fairgrounds including media protocols
- Hold regular self evaluations, including drills and exercises
- Define fairground capabilities and limitations
- Hold internal tabletop exercises just before the annual fair and include vendors
- Hold pre and post fair meetings with safety officials from offsite agencies
- Send fairground staff to ARC shelter management courses
- Integrate policies and strategies with local law enforcement for issues associated with sexual assault, gang activity or major crime threats
- Provide radio systems for fairgrounds that now have only cell phones to depend on
- Inform vendors that during a disaster they may have to leave due to first responder staging operations
- Work with local government, businesses and schools to evaluate the use of fairgrounds for alternate sites if their core facilities are lost or severely damaged
- Develop policies that require response agencies to coordinate with fairground managers long before they arrive onsite to request staging areas or base camp sites
- Define protocols for security that is provided by response agencies so that fairground staff are not restricted access to the fairground and that vendors and others who have a right to be at the fairground for legitimate business are granted access
- Develop close communications and coordination with local emergency services, councils of government, sheriff/police and fire departments
- Evaluate policies about a more timely dispatch of National Guard support when it is clear a major event is ongoing
- Establish protocols with all fire marshalls on what is considered a reasonable and fair time for performing audits before a major exhibit, in order to allow fairground management adequate response time. Such audits could fall on top of a sudden disaster response and restrict the fairground from operating even basic care and shelter.
- Develop an MOU template that fairgrounds can use for agreements for sharing resources between each other during disasters and catastrophes
- Establish a listing of what shore power is available, by amperage and voltage, for portable equipment and RVs, at all of the fairgrounds
- Establish smaller generator sets in each fairground because during catastrophic events it may not be possible to transport generator sets to the impacted area

- Develop an awareness of the community so that you shape the disaster operations to fit with their cultural norms and expectations
- Develop statewide training for all fairground staff for aspects of emergencies including a better understanding of Continuity of Government, Business Continuity Planning, Emergency Operating Procedures, etc., and all of the acronyms and buzzwords used during disasters
- Develop and provide ICS courses specifically for fairgrounds throughout the state
- Develop fairground maps that depict how areas of the fairground can be used for various disaster/catastrophe functions, and where supplies like First Aid kits and AED units are located, as well as utilities including gas lines and generator sets

RESPONSE

- Tour proposed care and shelter sites with the requesting/responsible party before making the final decision, and then take pictures of the facility ahead of time for proof of the condition should damages occur during disaster operations

RECOVERY

- Provide timely briefings and guidance to fairgrounds at the time of the event about how to recoup costs and what avenues are available for the specific disaster

MITIGATION

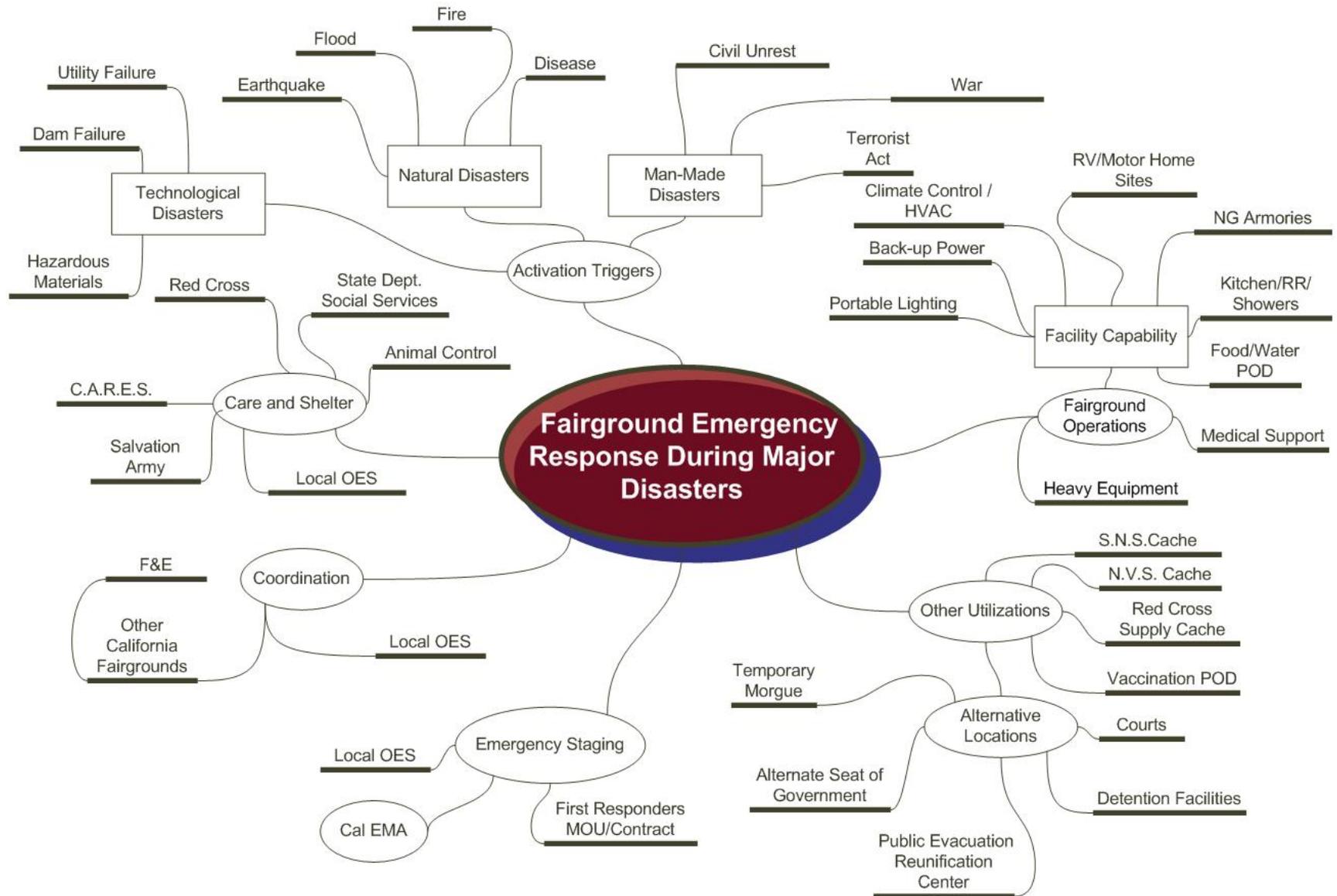
- Establish a statewide policy that any vendor who will be selling or giving away dangerous or hazardous products must provide them to the recipient outside of the fairground gates and off the fairground property.
- Build at a minimum one 100,000 square foot building primarily for all of the emergency functions fairgrounds are now asked to support.
- Acquire more livestock pens for fairgrounds
- Establish a mobile loading dock or at least a rudimentary loading dock (See Attachment 13, “Basic Loading Dock with Ramp and Pallets”) at all fairgrounds
- Provide adequate forklift capabilities at all fairgrounds
- Work with State Cal EMA and Region IX FEMA to change the current policy that horses that are evacuated by their owners are “livestock,” because now their care and shelter is no longer covered for costs under the management of the Stafford Act Funds, although they are covered in some cases under the Fire Management Assistance Grant (FMAG) agreements with CAL FIRE

8. Attachments

- 1. Map of California Fairgrounds**
- 2. Fairground Connections During Major Disasters**
- 3. Suggested Triggers for Requesting Fairground Use in Disasters or Catastrophes**
- 4. Comparing Statewide Organization's Request Paths For Fairgrounds**
- 5. The Source of Past Fairground Requests for Resource Support**
- 6. Survey Of Use Of Fairgrounds For Catastrophic Events**
- 7. Fairground Map with Noted Emergency Uses**
- 8. Emergency Large Animal Sheltering Supplies**
- 9. Functions Fairgrounds Can Now Support**
- 10. Resources Fairgrounds Can Now Provide**
- 11. Resources Pricing Sheet Sample (Redacted)**
- 12. Table of Compatible and Incompatible Fairground Uses**
- 13. Basic Loading Dock with Ramp and Pallets**
- 14. Samples of Emergency Support Agreements**
- 15. MOU for Animal Care During Disasters**
- 16. References**

ATTACHMENT 2

FAIRGROUND CONNECTIONS DURING MAJOR DISASTERS



ATTACHMENT 3 SUGGESTED TRIGGERS FOR REQUESTING FAIRGROUND USE IN DISASTERS OR CATASTROPHES

TRIGGER	PATH FORWARD DECISION STEPS FOR FAIRGROUND REQUESTS
<p>Earthquake greater than 6.0 on the Richter Scale or an earthquake that creates substantial damage to unreinforced masonry, with dozens of fatalities and hundreds of injuries. There should be enough losses of private residences to create the need for public care and sheltering of people and animals. There should be enough infrastructures threatened by physical damage, fires and loss of utilities that first response mutual aid will need to enter the area from outside the impacted jurisdiction because all local resources are overwhelmed.</p>	<p>YES, but only after assessing:</p> <ul style="list-style-type: none"> • The availability of other sites that would serve the need for response as well or better than fairgrounds • Resources at the fairground match the response needs • Transportation access to the fairground of interest is still available and usable • Damage in the area of the fairgrounds of interest to ensure the fairgrounds are still usable and can withstand any further aftershocks • The availability of the fairground by talking directly to local emergency services management and fairgrounds management, especially to verify if the fairgrounds do not already have an active conflicting or incompatible use onsite related to catastrophic response support
<p>Flooding involving the loss of levees, dams or dam controls, or flash floods that cause creeks, streams and rivers to leave their banks and create major damage lasting for weeks or even months to homes and businesses, infrastructure and the environment. There should be enough losses of private residences to create the need for public care and sheltering of people and animals. There may be substantial amounts of hazardous materials releases (see hazardous materials). There should be enough infrastructures threatened by flooding, fires and loss of utilities that first response mutual aid will need to enter the area from outside the impacted jurisdiction because all local resources are overwhelmed. There may also be substantial amount of injuries and loss of life. This event may be a collateral event after:</p> <ul style="list-style-type: none"> • A major earthquake • A major landslide • A severe storm • A tsunami • A volcanic eruption 	<p>YES, but only after assessing:</p> <ul style="list-style-type: none"> • The availability of other sites that would serve the need for response as well or better than fairgrounds • Resources at the fairground match the response needs • Transportation access to the fairground of interest is still available and usable • Damage in the area of the fairgrounds of interest to ensure the fairgrounds are still usable and that the fairgrounds are not subject to flooding from existing threats or increased threats from potential additional flooding • The availability of the fairground by talking directly to local emergency services management and fairgrounds management, especially to verify if the fairgrounds do not already have an active conflicting or incompatible use onsite related to catastrophic response support
<p>Wildfire involving the loss of major forests or wildland interface that threatens many homes in rural areas and possibly entire urban areas through an urban conflagration. There should be enough losses of private residences to create the need for public care and sheltering of people and animals. There should be enough infrastructures threatened by fires and loss of utilities that first response mutual aid will need to enter the area from outside the impacted jurisdiction because all local resources are overwhelmed. There may also be substantial amount of injuries and loss of life.</p>	<p>YES, but only after assessing:</p> <ul style="list-style-type: none"> • The availability of other sites that would serve the need for response as well or better than fairgrounds • Resources at the fairground match the response needs • Transportation access to the fairground of interest is still available and usable • Damage in the area of the fairgrounds of interest to ensure the fairgrounds are still usable and that the fairgrounds are not subject to burning from existing threats or increased threats from potential additional wildfire outbreaks and spreading of fire zones • The availability of the fairground by talking directly to local emergency services management and fairgrounds management, especially to verify if the fairgrounds do not already have an active conflicting or incompatible use onsite related to catastrophic response support

TRIGGER	PATH FORWARD DECISION STEPS FOR FAIRGROUND REQUESTS
<p>Chemical, Biological, Radiological, Nuclear and Explosive (CBRNE) incidents where these materials were used specifically to harm a great number of people, where the elements are known to have been released, where significant exposures to people, animals, infrastructure and the environment are verified, and there is a need for immediate care of large numbers of people and animals exposed to these elements. There may be large numbers of injuries and many fatalities to the extent that first response mutual aid will need to enter the area from outside the impacted jurisdiction because all local resources are overwhelmed. The source of such events, in the CBRNE context, is from an intentional terrorist attack, but the elements can occur separately through other accidental events.</p>	<p>YES, but only after assessing:</p> <ul style="list-style-type: none"> • The availability of other sites that would serve the need for response as well or better than fairgrounds • Resources at the fairground match the response needs, especially if they are the site of special caches, or too far from regional caches • Ensuring the fairground site is substantial situated Upwind, Upstream, and Uphill of CBRNE plumes and distribution paths • Transportation access to the fairground of interest is still available and usable • Impacts from the CBRNE elements in the area of the fairgrounds of interest to ensure the fairgrounds are still usable and that the fairgrounds are not subject to further effects from current or potential future impacts from the source • The availability of the fairground by talking directly to local emergency services management and fairgrounds management, especially to verify if the fairgrounds do not already have an active conflicting or incompatible use onsite related to catastrophic response support
<p>Civil Unrest in which civilian populations act in such a manner as to injure or kill other citizens, destroy private and public property and damage the environment. There may be large numbers of injuries and many fatalities to the extent that first response mutual aid will need to enter the area from outside the impacted jurisdiction because all local resources are overwhelmed. Law enforcement will likely need staging and support along with National Guard Units under the Governor’s Order to restore civil authority. Martial Law may be in effect. This event may be a collateral event after:</p> <ul style="list-style-type: none"> • A major earthquake • A CBRNE event • A tsunami • A volcanic eruption • A pandemic or epidemic 	<p>YES, but only after assessing:</p> <ul style="list-style-type: none"> • The availability of other sites that would serve the need for response as well or better than fairgrounds • Resources at the fairground match the response needs, especially if they too close to people involved in the continuing civil unrest • Ensuring the fairground site can be adequately secured from outside civil unrest • Transportation access to the fairground of interest is still available and usable • Impacts from the civil unrest have subsided or do not exist in the area of the fairgrounds of interest to ensure the fairgrounds are still usable and that the fairgrounds are not subject to further effects from extended civil unrest • The availability of the fairground by talking directly to local emergency services management and fairgrounds management, especially to verify if the fairgrounds do not already have an active conflicting or incompatible use onsite related to catastrophic response support
<p>Dam and Levee Failures that create substantial losses of injury and fatalities to humans, to homes and businesses and to the environment (see also floods). There should be enough losses of private residences to create the need for public care and sheltering of people and animals. There should be enough infrastructures threatened by flooding, fires and loss of utilities that first response mutual aid will need to enter the area from outside the impacted jurisdiction because all local resources are overwhelmed. There may be substantial amounts of hazardous materials releases (see hazardous materials). This event may be a collateral event after:</p> <ul style="list-style-type: none"> • A major earthquake • A major landslide • A severe storm • A tsunami • A volcanic eruption 	<p>YES, but only after assessing:</p> <ul style="list-style-type: none"> • The availability of other sites that would serve the need for response as well or better than fairgrounds • Resources at the fairground match the response needs • Transportation access to the fairground of interest is still available and usable • Damage in the area of the fairgrounds of interest to ensure the fairgrounds are still usable and that the fairgrounds are not subject to flooding from existing threats or increased threats from potential additional flooding from dam or levee failures • The availability of the fairground by talking directly to local emergency services management and fairgrounds management, especially to verify if the fairgrounds do not already have an active conflicting or incompatible use onsite related to catastrophic response support

TRIGGER	PATH FORWARD DECISION STEPS FOR FAIRGROUND REQUESTS
<p>Drought in which water supplies are threatened for distribution for daily human use, agriculture, business and manufacturing and for the continued healthy life of lakes, rivers, streams and delta areas. This would include distribution of water outside of California as well as receiving water from outside sources. The primary losses would not likely be humans or their health, but the health of livestock, crops, wildlife and perhaps jobs and industries dependent upon water sources.</p>	<p>Not likely. The only possible scenario might be the provision of a site for emergency feeding of livestock or distribution of food and water to the public, but there is no historical context for ever using fairgrounds in this capacity during past droughts in California.</p>
<p>Extreme Heat or Cold conditions in which the general public is perceived at risk at being unable to escape for life-threatening heat or freezing cold. The most likely vulnerable populations would be the elderly who are infirm and the chronically homeless.</p>	<p>Not likely. Although fairgrounds have been used occasionally for these purposes, most of these support needs are now provided through local community faith-based and non-profit organizations. Fairgrounds should not be considered, even in the worst of temperature extremes, unless all other shelter operations are overwhelmed. Note that most fairgrounds do not have large, air conditioned spaces or spaces with substantial heating capacity for sheltering people in extreme temperature events.</p>
<p>Hazardous Materials Release which involves a major spill or toxic plume of chemicals. This can lead to large geographic areas impacted by materials above or below ground, in or on the water and in the air. There should be enough threats to private residences to create the need for public care and sheltering of people and animals. There should be enough infrastructures threatened by the materials that first response mutual aid will need to enter the area from outside the impacted jurisdiction because all local resources are overwhelmed. This event may occur after:</p> <ul style="list-style-type: none"> • A major earthquake • Major river flooding and/or failed dam or levees • A terrorist attack involving explosive devices • A major landslide • A severe storm • A tsunami • A volcanic eruption 	<p>YES, but only after assessing:</p> <ul style="list-style-type: none"> • The availability of other sites that would serve the need for response as well or better than fairgrounds • Resources at the fairground match the response needs, especially if they are the site of special caches, or too far from regional caches • Ensuring the fairground site is situated Upwind, Upstream, and Uphill of hazardous materials releases and their plumes or distribution paths • Transportation access to the fairground of interest is still available and usable • Impacts from the hazardous materials in or near the area of the fairgrounds of interest to ensure the fairgrounds are still usable and that the fairgrounds are not subject to further effects from potential future releases in the event • The availability of the fairground by talking directly to local emergency services management and fairgrounds management, especially to verify if the fairgrounds do not already have an active conflicting or incompatible use onsite related to catastrophic response support
<p>Landslide that involves large amounts of landmass, as mud, debris, rock, or unstable soils moving over populated areas such that there are substantial and immediate losses of human life, public and private property including major infrastructure, and massive damage to the environment. First response mutual aid will need to enter the area from outside the impacted jurisdiction because all local resources are overwhelmed. There may be substantial amounts of hazardous materials releases. This event may be a collateral event after:</p> <ul style="list-style-type: none"> • A major earthquake • Major river flooding and/or failed dam or levees • A terrorist attack involving explosive devices • A severe storm with extreme precipitation • A volcanic eruption 	<p>YES, but only after assessing:</p> <ul style="list-style-type: none"> • The availability of other sites that would serve the need for response as well or better than fairgrounds • Resources at the fairground match the response needs • Transportation access to the fairground of interest is still available and usable • Damage in the area of the fairgrounds of interest to ensure the fairgrounds are still usable and that the fairgrounds are not subject to additional impacts from the current or future landslides • The availability of the fairground by talking directly to local emergency services management and fairgrounds management, especially to verify if the fairgrounds do not already have an active conflicting or incompatible use onsite related to catastrophic response support

TRIGGER	PATH FORWARD DECISION STEPS FOR FAIRGROUND REQUESTS
<p>Severe Weather involving excessive amounts of precipitation, extremes in heat or cold, lightning, hail, very high winds including tornadoes and hurricanes such that there is massive damage to private and public property, public infrastructure and the environment. There should be enough losses of private residences to create the need for public care and sheltering of people and animals. There should be enough infrastructures threatened by physical damage, fires and loss of utilities that first response mutual aid will need to enter the area from outside the impacted jurisdiction because all local resources are overwhelmed. There may be numerous fatalities and injuries to people and animals. The weather may also lead to further losses by creating:</p> <ul style="list-style-type: none"> • Major river flooding • Failed dam or levees • Landslides • Hazardous materials releases • Wildfire • Civil Unrest • Epidemics (as hygiene facilities fail) 	<p>YES, but only after assessing:</p> <ul style="list-style-type: none"> • The availability of other sites that would serve the need for response as well or better than fairgrounds • Resources at the fairground match the response needs • Transportation access to the fairground of interest is still available and usable • Damage in the area of the fairgrounds of interest to ensure the fairgrounds are still usable and that the fairgrounds are not subject to further damage from the weather or collateral effects • The availability of the fairground by talking directly to local emergency services management and fairgrounds management, especially to verify if the fairgrounds do not already have an active conflicting or incompatible use onsite related to catastrophic response support
<p>Tsunami that reaches far inland destroying private and public property including major losses of infrastructure, and creates massive environmental damage. There are substantial and immediate losses of human and animal lives, with countless injuries. First response mutual aid will need to enter the area from outside the impacted jurisdiction because all local resources are overwhelmed. There may be substantial amounts of hazardous materials releases in the water and later left on the land as the wave subsides. This event may be a collateral event after:</p> <ul style="list-style-type: none"> • A major earthquake • A volcanic eruption • Major landslide offshore, either above ground or under a body of water 	<p>YES, but only after assessing:</p> <ul style="list-style-type: none"> • The availability of other sites that would serve the need for response as well or better than fairgrounds • Resources at the fairground match the response needs • Transportation access to the fairground of interest is still available and usable • Damage in the area of the fairgrounds of interest to ensure the fairgrounds are still usable and that the fairgrounds are not subject to further damage from additional tsunami waves • The availability of the fairground by talking directly to local emergency services management and fairgrounds management, especially to verify if the fairgrounds do not already have an active conflicting or incompatible use onsite related to catastrophic response support
<p>Pandemic and Epidemic disease outbreak events that lead to severe illness and death of thousands of residents in a short time span, leading to the inability of a jurisdiction to continue normal societal functions including commerce, utility operations, civil governance, fire and law enforcement protection, emergency medical and standard medical services, education, transportation of critical goods and services, etc. First response mutual aid will need to enter the area from outside the impacted jurisdiction because all local resources are overwhelmed. This may be especially true for medical care, basic survival supplies and services and mortuary/burial operations.</p>	<p>Maybe, but only after assessing:</p> <ul style="list-style-type: none"> • The availability of other sites that would serve the need for response as well or better than fairgrounds including vaccination and treatment site • Resources at the fairground match the response needs, especially if there is no one in fairground management available to assist with access or operation of the fairgrounds • Ensuring the fairground site can be adequately secured to protect vaccine • Transportation access to the fairground of interest is still available and usable • Impacts from the pandemic and epidemic have not already led to social distancing and the fairgrounds are not a quarantine site • The availability of the fairground by talking directly to local emergency services management and fairgrounds management, especially to verify if the fairgrounds do not already have an active conflicting or incompatible use onsite related to catastrophic response support

TRIGGER	PATH FORWARD DECISION STEPS FOR FAIRGROUND REQUESTS
<p>Volcanic Eruption event that leads to massive releases of ash and toxic gases, pyroclastic flows and lahars, and accompanying severe earthquakes, tsunamis, Seiche and landslides in a region. Jurisdictions in the immediate radius of the most severe effects may cease to exist because of the impacts. In a major eruption in which there was not adequate warning or local evacuations, there will be large numbers of immediate deaths and injuries leading to the inability of a jurisdiction to continue normal societal functions including commerce, utility operations, civil governance, fire and law enforcement protection, emergency medical and standard medical services, education, transportation of critical goods and services, etc. Ash may cover large areas downwind of the eruption leading to larger geographical evacuations, loss of infrastructure (especially electrical utilities and surface water supplies), and devastating environmental impacts. First response mutual aid will need to enter the area from outside the impacted jurisdiction because all local resources are overwhelmed. This may be especially true for medical care, basic survival supplies and services and mortuary/burial operations.</p>	<p>Maybe, but only after assessing:</p> <ul style="list-style-type: none"> • The availability of other sites that would serve the need for response as well or better than fairgrounds including vaccination and treatment site • Resources at the fairground match the response needs, especially if there is no one in fairground management available to assist with access or operation of the fairgrounds • Ensuring the fairground site is not subject to ash falls or other collateral impacts likely from further volcanic eruptions, e.g., tsunami, Seiche, landslides, etc. • Transportation access to the fairground of interest is still available and usable • The availability of the fairground by talking directly to local emergency services management and fairgrounds management, especially to verify if the fairgrounds do not already have an active conflicting or incompatible use onsite related to catastrophic response support

ATTACHMENT 4

COMPARING STATEWIDE ORGANIZATION'S REQUEST PATHS FOR FAIRGROUNDS

Agencies selected the typical pathway of access to fairgrounds from emergencies to catastrophes in an order of 1 through 6.

REQUEST PATHS FOR FAIRGROUND SUPPORT REQUESTS	Cal EMA	*	*	*	*	*	*	*	*	*	*
Local government Emergency Services direct request to a fairground manager through a local EOC	1	2	2	6	1	3	1	1	2		
Local government Emergency Services and key stakeholders, e.g. ARC, in a local EOC, collaborate directly with fairground manager	2	3	1	3	2	4	2		3		
Local government Emergency Services in coordination with fairground management and any organization that already has an MOU for fairgrounds use during disasters (e.g., with CAL FIRE)	3	1		1	3	2	3		1		1
Regional EOCs request as a Mission tasking through RIMS, in coordination with CDFA and local fairground managers	4	4		2	4	1	4	2	4		
The State Operations Center (SOC) requests through RIMS in coordination with CDFA	5	5		4	5	6	5	3	5	1	
The Joint Operations Center receives a request from FEMA Region IX through the SOC	6	6		5	6	5	6		6		

***Specific names of organizations other than Cal EMA were removed. The purpose of this table is to compare and contrast the vision that Cal EMA has for preferred resource allocation request pathways, and those being actually used by other organizations when fairgrounds are called to support disaster response. CDFA is not included as it represents the State network of fairgrounds. The use of MOUs and other formal agreements are of particular value and have been used for many years, but they do not necessarily require the notification of other parts of the emergency management community that a fairground has been engaged.**

ATTACHMENT 5

THE SOURCE OF PAST FAIRGROUND REQUESTS FOR RESOURCE SUPPORT

SEMS PREFERRED PROCESS ORDER FOR REQUESTING FAIRGROUND SUPPORT	*1	*2	*3	*4	*5	*6	*7
Local government Emergency Services direct request to a fairground manager, especially through a local EOC							
Local government Emergency Services and key stakeholders, e.g. ARC, in a local EOC, collaborate directly with fairground manager							
Local government Emergency Services in coordination with fairground management and any organization that already has an MOU for fairgrounds use during disasters (e.g., with CAL FIRE)							
Regional EOCs request as a Mission tasking through RIMS, in coordination with CDFA and local fairground managers							
The State Operations Center (SOC) requests through RIMS in coordination with CDFA							
The Joint Operations Center receives a request from FEMA Region IX through the SOC							

*Specific names of fairgrounds were removed. The purpose of this table is to compare and contrast the processes used in SEMS with those being actually used by external organizations when fairgrounds are called to support disaster response.

The use of MOUs and other formal agreements are of particular value and have been used for many years, but they do not necessarily contain requirements for the notification of other parts of the emergency management community that a fairground has been engaged.

ATTACHMENT 6

SURVEY OF USE OF FAIRGROUNDS FOR CATASTROPHIC EVENTS

Fair Surveyed:
Phone:

Name of Respondent:
e-mail:

Position Title:

1. Please put an X in front of the *functions* that the fair could support with resources or as a site for others to use during a catastrophic event:

No activity listed below

All of the listed activities

Additional activities (Please List): _____

Evacuation Mass Care and Shelter

Animal Care and Shelter

Medically Fragile Shelter

Mass Casualty Care (Field Hospital)

Points of Distribution (POD) (products/vaccines)

Cooling and Heating Centers

Repatriation Center

Local Alternate EOC

Regional Alternate EOC

Joint Information Center (Fed)

Joint Operations Center (Fed)

Mobilization Center

Incident Command Post

Staging Area

Base Camp

Helicopter Lily Pad Operations (air bridge)

Utility Resources/Communications/Fuel Depot

Holding Facility (diseased/criminals/etc.)

2. Does your fair have existing agreements for support of other organizations during disasters or catastrophes? Please put an X by yes or no. YES NO

If yes, which agreements are in place (by specific title/reference) and with which organizations?

3. Has the fair worked with local (county or city) emergency services agencies (including fire, law enforcement, EMS, public health, animal control, etc.) to prepare for emergency operations?

Please put an X by yes or no. YES NO

Please list the organizations the fair completed formal planning with for disasters.

4. If the fair has actively worked with local agencies, which of the following activities were formally completed that included fair staff:

Written plans and procedures

Activation triggers for the fair in the Plan

Formal agreements (e.g. MOU, JPA, contracts, etc.)

Fair staff training

Fair plays in tabletop exercise

Fair plays in functional exercise...activates a fair facility

Fair plays in field exercise, uses actual resources and staff

Fair prepared and stored response support equipment

Food

Water

Emergency Medical Supplies

For animals

For humans

Pet cages

Livestock control pens

Fair obtained backup generator

Fair obtained extra communications gear
(phones, radios, etc.)
Fair obtained cots
Fair obtained ADA equipment (e.g., wheel chairs)
Fair designated buildings or spaces for a specific
emergency function:
 Evacuation Shelter
 Medical Shelter

Animal Shelter for Pets and Livestock
Cooling Center
Heating Center
Point of Distribution (food, water, vaccines)
Staging Area
Helispot
Refrigeration for Morgue
Control Space for Detention of Criminals

5. Has the fair been involved with any state-level agency planning?

Please put an X by yes or no. YES NO

If yes, were any of the following activities supported by the fair?

Functional Assessment and Support Teams (FAST) for care and shelter of seniors and people
with disabilities during evacuations

California Animal Response Emergency System (CARES) for pets and livestock sheltering

Caches for state organized resources (public health, medical, fuels, ADA supplies, etc.)

Additional activities (Please List): _____

6. Please place an X in front of any of the following activities the fair has supported during
disasters in the last 5 years (2005-2010):

Evacuation

Mass Care and Shelter

Animal Care and Shelter

Medically Fragile Shelter

Mass Casualty Care (Field Hospital)

Points of Distribution (POD) (products/vaccines)

Cooling and Heating Centers

Repatriation Center

Local Alternate EOC

Regional Alternate EOC

Joint Operations Center (Fed)

Mobilization Center

Incident Command Post

Staging Area

Base Camp

Helicopter Lily Pad Operations (air bridge)

Utility Resources/Communications/Fuel Depot

Holding Facility (diseased/criminals/etc.)

Additional activities (Please List): _____

7. Has the fair supported an actual disaster event in the last 5 years (2005-2010)?

Please put an X by yes or no. YES NO

If yes, please name the specific event(s) including the type of support that was requested from your organization for that event.

<u>YEAR/EVENT NAME</u>	<u>WHO REQUESTED HELP</u>	<u>RESOURCES USED</u>
------------------------	---------------------------	-----------------------

8. Please put an X in front of the following items that describe how the fair was approached for support in disasters in the past:

Local government Emergency Services direct request to a fair manager through a local EOC

Local government Emergency Services and key stakeholders, e.g. ARC, in a local EOC, collaborating directly with fair manager

Local government Emergency Services in coordination with fair management and any organization that already has an MOU for fair use during disasters (e.g., with Cal FIRE)

Regional EOCs request as a Mission Task through RIMS, in coordination with CDFFA and local fair managers

The State Operations Center (SOC) requests through RIMS in coordination with CDFFA, and then CDFFA contacts the fair manager

The Joint Operations Center receives a request from FEMA Region IX through the SOC, and then they have CDFFA contact the fair manager

Other (Please explain)_____.

9. Has your organization recovered costs expended for disaster response?

Please put an X by yes or no. YES NO

If yes, what funding source was used? Please mark source(s) used in past with an X.

Contracts or MOUs with local government

Agreements with Non-Profits (e.g., American Red Cross)

Contracts with State Agencies (Cal FIRE, CHP, EMSA, CDPH, DSS, etc.)

California Disaster Assistance Act (CDAA)

Stafford Act (FEMA) after federally declared disasters

USDA funds after a USDA declared disaster

Small Business Administration (SBA) loans

Insurance (e.g., business interruption insurance)

Other_____

10. Please put an X in front of the resources the fair can provide to support catastrophic response:

None of the resources listed below

All of the listed resources

Additional resources we believe fairs can provide. (Please List):_____

Personnel to support administrative or other fair resource operations

Open space for staging storage, vehicles, personnel, tents, etc.

Off-the-Grid Utilities (electric, water, fuel)

Portable Lighting

Covered space with utilities

Office spaces

Conferencing facilities

Communications (phone, Internet, satellite operations, etc.)

Storage for key cached resources (e.g., veterinary supplies)

Portable stages to share with other fairs\

Food preparation and services

Animal and livestock storage facilities

Cots

First Aid Supplies

Refrigeration space (for mortuary)

Landing space for heliport

Maintenance Vehicles (trucks, front end loader, etc.)

Buses (if directly owned by fair)

Showers/Restrooms

Contracted goods/services (e.g. radios, security services)

Public announcement capability (e.g. Marquee/message boards)

11. Has the fair been involved directly in a specific catastrophic planning document?

Please put an X by yes or no. YES NO

If yes, which documents included specific information about use of the fair in catastrophes?

12. Does your organization have any direct agreements with other fairs for their support during disasters or catastrophes (staff, space, movable resources)?

Please put an X by yes or no. YES NO

If yes, please name the specific agreements and list the resources that would be shared:

13. Does the fair have its own emergency plans in case it is impacted by an event?

Please put an X by yes or no. YES NO

If yes, please put an X in front of the following emergency-related plans the fair has in place?

Basic emergency operations plan (EOP) and standard operating procedures (SOP)

Continuity of Operations Plan (COOP)

Continuity of Government (COG)

Business Continuity Plan (BCP)

Hazardous Materials Plan

Employee Injury and Illness Prevention Plan (EIIP)

14. Does fair staff have Incident Command System training?

Please put an X by yes or no. YES NO

If yes, please how recent is the training, who took it, and which training did they receive?

15. Has the fair ever turned down a request to support a disaster operation?

Please put an X by yes or no. YES NO

If yes, what was the reason for the not being able to support the request?

16. Please describe the top five recommendations you would give to other fairs to help them succeed when considering support of disasters or catastrophes:

17. Please describe the greatest challenges the fair faced when trying to support disaster support requests:

18. Please describe changes the fair would like in order to improve future fair support of disaster requests:

ATTACHMENT 8

EMERGENCY LARGE ANIMAL SHELTERING SUPPLIES

Information Packets

(1,050) Buckets

(4) Wheel' barrow

(14) Rakes

(20) Hoses

(24) Lead Ropes & Halters

Duct Tape & Sharpies

Clip Boards

ATTACHMENT 9

FUNCTIONS FAIRGROUNDS CAN NOW SUPPORT

YES NO

	<i>Care and Shelter</i>	<i>Pet and Livestock</i>	<i>Medically Fragile</i>	<i>Mass Casualty</i>	<i>POD</i>	<i>Cooling/ Heating</i>	<i>Repatriation</i>	<i>Alternate EOC</i>	<i>Alternate REOC</i>	<i>JIC</i>	<i>JOC</i>	<i>Mob Center</i>	<i>ICP</i>	<i>Staging</i>	<i>Base Camp</i>	<i>Helispot</i>	<i>Utilities</i>	<i>Detainees</i>	
Fair 1	YES	YES	NO	NO	YES	YES	NO	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Fair 2	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Fair 3	YES	YES	NO	NO	YES	YES	NO	YES	YES	YES	YES	YES	YES	YES	YES	NO	YES	YES	NO
Fair 4	NO	NO	NO	NO	YES	NO	NO	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Fair 5	YES	YES	NO	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	NO	YES	YES
Fair 6	YES	YES	NO	YES	NO	YES	YES	YES	NO	NO	YES	YES	YES	YES	YES	YES	YES	YES	NO
Fair 7	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES

ATTACHMENT 10

RESOURCES FAIRGROUNDS CAN NOW PROVIDE

 YES

 NO

	Fair Staff	Open Storage Space	Off-Grid Utilities	Portable Lighting	Covered Space with Utilities	Office Spaces	Conferencing facilities	Communications	Cache Storage	Portable Stages	Food Preparation Services	Animal Shelter	Cots	First Aid Supplies	Refrigeration	Helispot	Heavy Equipment	Buses	Shower/Restrooms	Vendor Support	PA Systems
Fair 1	Blue	Blue	Blue	Red	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Red	Red	Blue	Blue	Red	Red	Blue	Blue	Blue	Blue
Fair 2	Blue	Blue	Red	Red	Blue	Red	Blue	Red	Blue	Blue	Red	Red	Red	Blue	Red	Blue	Red	Blue	Blue	Red	Blue
Fair 3	Blue	Blue	Red	Red	Blue	Blue	Blue	Blue	Blue	Red	Blue	Red	Red	Red	Red	Red	Red	Blue	Red	Red	Blue
Fair 4	Red	Blue	Blue	Red	Blue	Blue	Blue	Red	Red	Blue	Red	Red	Red	Red	Blue	Blue	Red	Blue	Blue	Blue	Blue
Fair 5	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Red	Blue	Blue	Blue	Blue	Red	Blue	Blue	Red	Blue	Blue	Blue	Blue
Fair 6	Blue	Blue	Blue	Red	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Red	Red	Red	Blue	Blue	Red	Blue	Red	Red	Blue
Fair 7	Blue	Blue	Blue	Red	Blue	Blue	Blue	Blue	Red	Blue	Blue	Blue	Red	Blue	Blue	Blue	Red	Blue	Blue	Blue	Red

Note: Several fairgrounds have capacity for making ice. Some are small capacity while others are quite substantial.

ATTACHMENT 11

RESOURCES PRICING SHEET SAMPLE (REDACTED)

PAGE 2 OF 2

LABOR & EQUIPMENT REQUEST FORM

EQUIPMENT	
Tables (6' round or 6' Banquet)	\$5/each (plain); \$10/each (w/tablecloths)
Chairs	\$0.50/each
Picnic Tables	\$5/each
Benches	\$5/each
Bleachers	\$50 - Small; \$100 - Large
Fender Portable PA System	\$25 - Small; \$50 - Large
Plaza de la Cultura In House PA System	\$50 per day
Wireless Microphone	\$25 per day
LCD Projector	\$75 per day
Ticket Booths	\$25 - Small; \$35 - Large

LABOR	
Equipment Operator (includes equipment i.e., forklift)	\$75-\$100/man-hour
Additional labor (if rentor requires)	\$20/man-hour
Operations Supervisor	\$30/man-hour
Security	\$15/man-hour
Security Supervisor (Required if Security is used)	\$25/man-hour
Admissions Staff (Ticket Sellers and Ticket Takers)	\$15/man-hour
Admissions Supervisor (Required if Admissions Staff is used)	\$25/man-hour

SUBTOTAL Equipment & Labor (Carry over to Page 1) _____

SAMPLE

ATTACHMENT 12

TABLE OF COMPATIBLE AND INCOMPATIBLE FAIRGROUND USES

RED-INCOMPATIBLE GRAY-NO COMMENT BLUE-COMPATIBLE

ORGANIZATION	Care and Shelter	Pet and Livestock within Shelter	Medically Fragile	Mass Casualty	Point of Distribution Site	Cooling/ Heating	Repatriation	Alternate EOC	Alternate REOC	Joint Information Center	Joint Operations Center	Mobilization Center	Incident Command Post	Staging	Base Camp	Helispot	Mortuary	Detainees	Damaged Fairgrounds	Normal Operations
ARC	Blue	Red	Blue	Red	Gray	Blue						Red	Red	Red	Red	Red	Red	Red	Gray	Blue
CalEMA HQ*	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
CalEMA Region	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
CAL FIRE**	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red
CalTrans	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
CDFA	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
CDPH***	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
CDSS****	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
CHP	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red
CNG	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
CUEA	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
DWR*****	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Red
EMSA*****	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Red

*Cal EMA HQ noted it would be valuable if a statewide fair schedule was available online so annual fair activities were available to first responder organizations

**CAL FIRE would prefer exclusive use whenever possible and states clearly it is difficult to collocate their larger activities with any other agencies, including during fair activities

***CDPH stated that they wanted only emergency support functions occurring at a fairgrounds at the same time of their operations, no fair activities

****CDSS stated that large fair activities would interfere with their operations

*****DWR was concerned about critical space availability if fairs were operating during flood season (October through April) and needs for conferencing, communications, open space

*****EMSA was concerned about fair activities interfering with traffic, security and resupply lines. Isolation of EMSA activities completely from other activities and support is needed.

ATTACHMENT 13

BASIC LOADING DOCK WITH RAMP AND PALLETS

A loading dock for getting freight off and on larger trucks can be critical for a fairground during disasters. It doesn't need to be any more than a concrete block base with a reinforced concrete ramp. It should be accompanied with pallets that can be used by the local forklift to move materials. Note that the sides are protected from accident damage by steel posts, and the blocks are protected by a wood-beam bumper.



ATTACHMENT 14

SAMPLES OF EMERGENCY SUPPORT AGREEMENTS

FORM F-31

AGREEMENT NO. 2008-109
DATE: June 23, 2008
PROJECT NUMBER: CA-TNF-001015 PSD8MT
Federal Tax ID:

RENTAL AGREEMENT

Interim Agreement

THIS AGREEMENT by and between the District Agricultural Association, hereinafter called the Association, and the U.S. Forest Service National Forest, hereinafter called the Renter, **WITNESSETH:**

- 1. THAT WHEREAS**, the Renter desires to secure from the Association certain rights and privileges and to obtain permission from the Association to use Association premises beginning on June 23, 2008 and ending on July 11, 2008.
- 2. NOW, THEREFORE**, Association hereby grants to the renter the right to occupy the space(s) described below for the purposes hereinafter set forth, subject to the terms and conditions of this agreement:
 - Excluding the RV Camping Area
 - Building
 - Miscellaneous Other Areas for camping on the innergrounds.See Exhibit A, map attached herein and made a part of this agreement.
- 3.** The purposes of occupancy shall be limited to a Fire Camp and shall be for no other purpose or purposes whatsoever. Additional facility use beyond what is covered in this contract must have approval from Fair management. No equipment is to be used without Fair management's approval and only by certified operators. All cleaning and stocking of facilities is the responsibility of the renter.
- 4.** Renter agrees to pay to Association for the rights and privileges hereby granted, the amounts and in the manner set forth below:

▪ Facility Rental Fee – Set up day – June 23, 2008	\$3,125.00
▪ Facility Rental Fee – June 24, 2008 forward	\$5,250.00/day
▪ Facility Rental Fee – tear down day (no later than July 11, 2008)	\$3,125.00
▪ Restoration/Capital Improvement Fee – one time fee	\$3,500.00
▪ Utility Fee – to be negotiated upon vacating the property	
▪ Support Personnel Inclusive of: Safety, Electrician, Carpenter, Administrative	\$55.00/hour
▪ Support Personnel – Maintenance (On Call 24 Hours) Regular Time	\$55.00/hour
Over Time (over 8 hours per day)	\$110.00/hour
▪ Forklift Rental	\$50/hour
▪ Water Truck w/ operator	\$125/load
▪ Supplies – Janitorial	Either restocked by Renter or Cost + 10%
▪ Trash Removal	Cost + 10%
▪ Projects – Material Purchases	Cost + 10%

Use fees may be changed with agreement of both parties in writing.
Any damage to buildings and equipment will be charged at replacement cost.

- Revenue Loss
 - Fourth of July Celebration
 - Shuttle Bus Reimbursement \$2,000.00
 - Gate 4 Parking Income – Loss \$5,000.00 - Leave open for negotiations

5. Renter agrees to pay fees required by Association for the Fire Camp and acknowledges that payment will be due thirty (30) days after the termination of the Fire Camp and to guarantee the payment of:
 - (a) Any money which may be payable to Association under this agreement;
 - (b) Utility fee – to be determined following vacating the property.
 - (c) Removal of all property and the leaving of the premises in a condition satisfactory to Association.
6. Association shall have the right to audit and monitor any and all sales as well as access to the premises.
7. Renter further agrees to indemnify and save harmless Association and the State of California their officers, agents, servants and employees from any and all claims, causes of action and suits accruing or resulting from any damage, injury or loss to any person or persons, including all persons to whom the renter may be liable under any worker's compensation law and renter him/herself and from any loss, damage, cause of action, claims or suits for damages, including but not limited to loss of property, goods, wares or merchandise, caused by, arising out of or in any way connected with the exercise by renter of the privileges herein granted.
8. Renter further agrees that he/she will not sell, exchange or barter, or permit his/her employees to sell, exchange or barter, any permits issues to renter or his/her employees hereunder.
9. It is mutually agreed that this contract or the privileges granted herein, or any part thereof, cannot be assigned or otherwise disposed of without the written consent of Association.
10. It is mutually understood and agreed that no alteration or variation of the terms of this contract shall be valid, unless made in writing and signed by the parties hereto, and that no oral understandings or agreements not incorporated herein and no alterations or variations of the terms hereof, unless made in writing and signed by the parties hereto, shall be binding upon any of the parties hereto.
11. The "Rules and Regulations" printed on the reverse side hereof is incorporated herein and made a part of this agreement. Renter agrees that he/she has read this agreement and the said "Rules and Regulations" and understands that they shall apply, unless amended by mutual consent in writing of the parties hereto.
12. In the event renter fails to comply in any respect with the terms of this agreement and the "Rules and Regulations" referred to herein, all payments for this rental space shall be deemed earned and non-refundable by Association and Association shall have the right to occupy the space in any manner deemed for the best interest of Association.
13. Special Provisions: The attached F-31, "Standard Contract Terms and Conditions", and the California Fair Services Authority's "Insurance Requirements" are incorporated herein and made a part of this agreement. Exhibits A and B are incorporated herein and made a part of this agreement.
14. This agreement is not binding upon association until it has been duly accepted and signed its authorized representative, and approved (if required) by the Department of Food and Agriculture, Division of Fairs & Expositions, and the Department of General Services.

IN WITNESS WHEREOF, this agreement has been executed, by and on behalf of the parties hereto, the day and year first above written.

DISTRICT AGRICULTURAL ASSOCIATION

RENTER: U.S. FOREST SERVICE
NATIONAL FOREST

By _____
Chief Executive Officer

By Denise J. Storms
Denise Storms, Contracting Officer

EMERGENCY FACILITIES & LAND USE AGREEMENT

INCIDENT AGENCY (name, address, phone number) USDA Forest Service	Page 1 of 3 AGREEMENT NUMBER MUST APPEAR ON ALL PAPERS RELATING TO THIS AGREEMENT AGREEMENT NUMBER AG-9A28-C-08-8804
OWNER (name, address, phone number-include day/night/cell/fax) DUNS: EIN/SSN: PAYMENT ADDRESS: <input checked="" type="checkbox"/> Same as above, or _____	EFFECTIVE DATES a. beginning 20 Jun 2008 b. ending **
TYPE OF CONTRACTOR ("X" APPROPRIATE BOXES) <input type="checkbox"/> SMALL BUSINESS <input type="checkbox"/> LARGE BUSINESS <input type="checkbox"/> SMALL DISADVANTAGED OWNED <input type="checkbox"/> WOMEN OWNED <input type="checkbox"/> HUBZONE <input type="checkbox"/> SERVICE DISABLED VETERAN	INCIDENT NAME: <u>To be Determined when activated</u> INCIDENT NUMBER: <u>To be Determined when activated</u> RESOURCE ORDER NUMBER: <u>To be Determined when activated</u>
The owner of the property described herein, or the duly appointed representative of the owner, agrees to furnish the land/facilities for use as Wildland Fire Support Area .	
DESCRIPTION OF LAND/FACILITIES: Address or specific location. If street or highway address is unavailable, use distance from nearest city, crossroads, or other significant landmark. The local description of how to get to the land/facilities is also acceptable. (attach separate sheet if more space is necessary)	
Agreement includes the available fairgrounds facilities, camping area, parking lot, dust abatement on site, gray water disposal for kitchen and showers, potable water for camp, forklift w/o operator, and office support during business hours only. Potable water is for on-site use, potable taken off site will be tracked by the Government and charged customary rates by the local water district.	
Additional equipment available on a limited basis.	
Rate <u>\$5000/day</u> <u>\$17,500/week</u> <u>\$52,500/month</u>	
Daily rate applicable days 1 thru 7. Weekly rate applies on day 8. Monthly rate applies on day first day of week 5 and every 31 st day thereafter and shall not be prorated.	
As usage declines, rate may be negotiated to reflect reduced impact on facilities.	
**Agreement valid until cancelled by either party by written notice.	
County: State: <u>CA</u>	
ORDINARY WEAR AND TEAR: Ordinary wear and tear is based on the customary use of the land/facilities, and not the use resulting from the incident. Ordinary wear and tear is included in the rate.	
UTILITIES AND SERVICES: (check only one)	
<input checked="" type="checkbox"/> The above rate includes utility charges for the following: <input type="checkbox"/> GAS <input checked="" type="checkbox"/> ELECTRICITY <input checked="" type="checkbox"/> WATER <input type="checkbox"/> TOILET SUPPLIES <input type="checkbox"/> JANITORIAL SERVICES & SUPPLIES <input type="checkbox"/> TRASH REMOVAL <input checked="" type="checkbox"/> SEPTIC SERVICE <input type="checkbox"/> EXISTING TELECOMMUNICATIONS	
<input type="checkbox"/> The above rate excludes utility charges.	
RESTORATION: Restoration beyond ordinary wear and tear. (check only one)	
<input type="checkbox"/> The above sum includes Government restoration of land/facilities. Restoration shall be performed to the extent reasonably practical. Restoration work includes	
<input checked="" type="checkbox"/> The above sum excludes restoration of land/facilities. Reasonable costs incurred by the owner in restoring land/facilities to their prior condition shall be submitted to the Contracting Officer, and documented on the post inspection.	

ALTERATIONS: The Government may make alterations, attach fixtures or signs, erect temporary structures in or upon the land/facilities, install temporary culverts, trenching for utilities, which shall be the property of the Government. Alterations will be removed by the Government after the termination of the emergency use, unless otherwise agreed.

ORAL STATEMENTS: Oral statements or commitments supplementary or contrary to any provisions of this Agreement shall not be considered as modifying or affecting the provisions of this Agreement.

CONDITION REPORTS: A joint pre and post-use physical inspection report of the land/facilities shall be made and signed by the parties; the purpose of the inspections shall be to reflect the existing site condition. Refer to attached Checklists.

OTHER: Describe in detail.

TERMS AND CONDITIONS: See attachment.

CHECK LIST(s): See attachment. Fill in the following drawing showing the land/facilities under agreement. Include buildings, roads, paved areas, utility lines, fences, ditches, landscaping and any other physical features which help describe the area.

ADDITIONAL CLAUSES:

- Civilian Labor (FAR 52.222-3) (June 2003)
- Extras (FAR 52.232-1) (APR 1984)
- Disputes (FAR 52.233-1) (DEC 1996) ALT 1 (JULY 2002)
- Termination for the Convenience of the Government (Services) (Short Form) (FAR 52.249-4) (APR 1984)
- Termination for Default (Fixed-Price Supply and Service) (FAR 52.249-5) (APR 1984)
- Payments (FAR 52.232-1) (APR 1984)
- Interest (FAR 52.232-17) (June 1998)
- Prompt Payment (FAR 52.232-25) (FEB 2002)
- Changes—Fixed Price (FAR 52.243-1) (AUG 1987) ALT (APR 1984)
- Loss, Damage or Destruction. The Government will assume liability for the loss, damage, or destruction of facilities furnished under this Agreement, provided that no reimbursement will be made for loss, damage, or destruction when due to (1) ordinary wear and tear, or (2) the fault or negligence of the owner or the owner's agent(s).

OWNER'S REPRESENTATIVE SIGNATURE	DATE 8-7-08	CONTRACTING OFFICER'S SIGNATURE	DATE 7/21/08
PRINT NAME AND TITLE PHONE NUMBER (if different from Owner's)	PRINT NAME AND TITLE PAMELA J. VILHAUER, Contracting Officer 630-228-2454		

Fair:

Location:

Telephone:

CEO:

Availability: Immediate

Facility and Property Details:

- Cal Fire would be able to access 25 acres of our grounds immediately.
- 4 main buildings with HVAC/Evaporated cooler, 4 open barns, 4 lawn areas
- Restrooms/Showers
- Electrical Service
- Potable Water
- Sewer
- Telephone Service
- 100 RV Hook-ups
- Highway Access

Main Buildings:

Building, 11,250 Square ft.

Capacities: Assembly: 1,600 Dining: 750

Phone lines available

2 showers; 5 toilets; 6 sinks

Outside Restroom of Building

2 toilets; 2 sinks

Building, 5,000 Square ft.

Commercial Kitchen

Phone lines available

Capacities: Assembly: 700 Dining: 330

4 toilets; 6 sinks

Clubhouse, 230 Square ft.

refrigerator only

1 toilet; 2 sinks

Building, 4,800 Square ft.

Commercial Kitchen

Phone lines available

Capacities: Assembly: 680 Dining: 320

Building, 2,475 Square ft.

Phone lines available

2 toilets; 2 sinks

Other Buildings & Facilities:

Livestock Office

Phone lines available

Grandstand Restroom

4 showers, 7 toilets; 4 sinks

Lower Grandstand Restroom

6 toilets; 4 sinks

Livestock Restroom

4 showers; 6 toilets; 4 sinks

Electrical Power: 5,400 amps available

Equipment available: Over 1,000 chairs; 150 banquet tables; 50- 60" round tables; PA System; cordless microphones, podium; bleachers; picnic tables; benches; risers

Calendar:

We would need to work around the following scheduled events:

July 26 - E-waste recycling center

August 1 - White Stallions Show in arena

August 9 - Blues Festival

August 16 - Dancing with the Stars (Building)

August 16 - Wedding reception (Building)

August 30 - Wedding Reception (Buildings)

August 29-31 - FMCA RV Rally (Building)

September 6 - Exotic Bird & Animal Show (Building)

September 13 - Music Festival (Buildings)

September 13 - Family Reunion (Building)

September 20 - Quilt Show (Buildings)

Attachment 1

Terms:

The Fair will include the fairgrounds including the following item:

- 1) Available wooden barricades and wooden/metal rope standards.
- 2) Folding tables and chairs.
- 3) Janitorial service of fairground restrooms.
- 4) Utilities as needed including electric, gas, water and sewer but excluding garbage dumpsters.
- 5) One (1) forklift as needed and driven by fairground staff during regular business hours.
- 6) Trash cans and liners as needed.

The Forest Service shall be responsible for the following items and service:

- 1) Supplying of portable restrooms and showers over and above the permanent facilities supplied by the Fairgrounds
- 2) Trash dumpsters for removal of camp waste from Fairgrounds.
- 3) General grounds/janitorial services in contracted area including restocking of Fairgrounds janitorial supplies used by the Forest Service
- 4) Security of Fairgrounds to the satisfaction of the Fairgrounds Management.
- 5) Reimbursement of all personnel cost incurred by the Fairground for maintaining and staffing grounds during use as agreed to and ordered by the Forest Service.
- 6) Leaving facilities clean and in good repair upon departure. If not cleaned to the Fairground management's satisfaction, the Forest Service will be billed \$12.00 per hour, per person to complete the clean-up.
- 7) Reimbursement of Fairground management cost for after hours service at \$18.00 per hour.

STATE OF CALIFORNIA
STANDARD AGREEMENT
 STD 213 (Rev 09/01)

AGREEMENT NUMBER 1-01-06

- 1 This Agreement is entered into between the State Agency and the Contractor named below

<small>STATE AGENCY'S NAME</small>	District Agricultural Association
<small>CONTRACTOR'S NAME</small>	California Department of Forestry
- 2 The term of this Agreement is: January 1, 2007 through December 31, 2008
- 3 The maximum amount of this Agreement is: \$
- 4 The parties agree to comply with the terms and conditions of the following exhibits which are by this reference made a part of the Agreement.

It is mutually agreed, that upon request of the Forestry, the Association will furnish the facilities and equipment listed hereon for Emergency use to the extent that the Association is able to furnish at the time of the order.

PAYMENT: Payment shall be computed on 8 hour periods at a rate of Three-Hundred seventy-five Dollars (\$375.00)-per Period or portion thereof. Forestry shall pay for all long distance and toll costs for telephone while using the facilities.

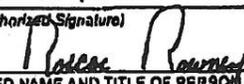
INSPECTION: Upon request for use by the Forestry, a pre-inspection of the Association's facilities & equipment shall be made By the Forestry & Association noting facility condition, damage or wear at the time of hire. Upon demobilization, a final inspection shall be made noting any changes to facility condition as noted on the pre-inspection.

DAMAGE: The Forestry will reimburse the Association for damages (not considered to be normal wear) as noted on the final inspection and agreed upon by the Forestry & the Association. Listing of Facilities & equipment furnished.

All Fair Ground Facilities to include but not limited to, sleeping areas sheltered & open, shower facilities, cooking Facilities, bathroom facilities, refrigerators, lighting system, the dedicated telephone lines & office space necessary to conduct Staging area business. Trash receptacles will be provided up to the capacity available. Additional trash removal shall be at the Cost of Forestry.

Items shown with an Asterisk (*), are hereby incorporated by reference and made part of this agreement as if attached hereto. These documents can be viewed at www.das.ca.gov/contracts

IN WITNESS WHEREOF, this Agreement has been executed by the parties hereto.

CONTRACTOR		<i>California Department of General Services Use Only</i>
<small>CONTRACTOR'S NAME (if other than an individual, state whether a corporation, partnership, etc.)</small> California Department of Forestry		
<small>BY (Authorized Signature)</small> 	<small>DATE SIGNED (Do not type)</small> 12-18-06	
<small>PRINTED NAME AND TITLE OF PERSON SIGNING</small> Roscoe Rowney - Division Chief		
<small>ADDRESS</small>		
STATE OF CALIFORNIA		
<small>AGENCY NAME</small> District Agricultural Association		<input type="checkbox"/> Exempt per
<small>BY (Authorized Signature)</small> 	<small>DATE SIGNED (Do not type)</small> 12-19-06	
<small>PRINTED NAME AND TITLE OF PERSON SIGNING</small>		
<small>ADDRESS</small>		

CAL FIRE FILE NO. _____

(Sacramento Use Only)

INCIDENT NUMBER: _____

CAMEU 004608

INCIDENT NAME: _____

LIGHTNING COMPLEX

LESSOR NAME: _____

AGREEMENT FOR EMERGENCY USE OF FACILITIES

Pursuant to common-law and statutory authority, in the State of California has the authority, in an emergency situation such as a fire, to contract for the use of property on an emergency basis when such property is required by emergency personnel in connection with the protection of life and property from destruction by fire. Rose v. State (1942) 19 Cal.3d 713, see also McKay Jewelers, Inc. v. Bowman 19 Cal.2d 595; Cf. Govt. c. 204.)

The owner of the property described herein, or the duly appointed representative, agrees to furnish facilities described herein to the CAL FIRE Unit of the California Department of Forestry and Fire Protection for use as Base Camp

1. DESCRIPTION OF FACILITIES:

Use of fairgrounds facility, sewer and power to accommodate BASE CAMP / STAGING AREAS for an emergency incident in _____ County. This agreement will include the use of various buildings, parking lots and outdoor areas as needed.

CAL FIRE and the _____ fair agree to renegotiate for partial use of the facilities as the incident Complexity dictates.

2. **RATE:** For each 24-hour day, or portion of a 24-hour day, the State will pay the sum of \$ 7,500. The _____ Shall include all charges for maintenance and supplies provided to the State as stipulated in Item #4.

3. **TERM:** This agreement shall commence on 6-22-08, and shall end on or before 6-30-08 (may be defined by date, or by the duration of the emergency).

4. **MAINTENANCE:** (a) Owner shall furnish, at Owner's sole cost and expense during the term of this contract, the following utilities and supplies to the area leased or rented by the State:

will supply the following items during CAL FIRE's occupancy:

1. Folding chairs and tables, as needed.
2. Utilities, as needed, including water, gas and electricity, Excluding telephone lines and telephones.
3. One forklift, as needed, ~~driven by qualified operator~~
4. Trash cans and liners, as needed.
5. One or two maintenance personnel during the day / one maintenance personnel at night (phone contact or call back acceptable).

CAL FIRE will supply the following items during occupancy at

FAIRGROUNDS:

1. Portable restrooms and showers, over and above, the permanent facilities supplied by the fairgrounds.
2. Trash dumpsters for removal of camp waste from fairgrounds.
3. General grounds / janitorial services in the contracted area.
4. Security of fairgrounds, to the satisfaction of Redwood Fairgrounds management.
5. Leaving the facilities clean and in good repair, upon departure or transition to another agency.

5. **SERVICE:** Owner shall provide the state with the name, address and the telephone number of an agency or person convenient to the State as a local source of service (e.g., owner, grounds manager, etc.) with regards to Owner's responsibilities under this lease/rental agreement as to repairs, maintenance, and servicing of the premises and any or all related equipment, fixtures, and appurtenances, or another person as identified below:

NAME _____

TELEPHONE NUMBER _____

STATE OF CALIFORNIA
DEPARTMENT OF FORESTRY AND FIRE PROTECTION
AGREEMENT FOR EMERGENCY USE OF FACILITIES
CAL FIRE-85 (Rev. 1/93) (reverse)

6. **CONDITION REPORT:** A joint physical survey and inspection report of the facilities shall be made as of the effective date of this Agreement, reflecting the then existing conditions, and will be signed on behalf of the parties to this Agreement. A similar joint physical survey and inspection of the facilities shall be made as of the date of expiration of this Agreement, reflecting the then existing conditions, and will be signed on behalf of the parties to this Agreement.
7. **LOSS, DAMAGE OR DESTRUCTION:** The State will assume liability for the loss, damage, or destruction of facilities or equipment furnished under this Agreement provided that no reimbursement will be made from loss, damage, or destruction when due to (1) ordinary wear and tear, (2) the fault or negligence of the Owner or Owner's agent(s), or (3) circumstances beyond the control of the State.

The State shall restore Owner's land, structures, and equipment to the condition they were in immediately prior to the period of government occupancy; restoration shall be performed to the extent reasonably practical.

If the premises are not restored to the Owner's satisfaction, claims for reasonable costs incurred by the Owner in restoring the facility to their prior condition, all other claims shall be submitted to the Board of Control.
8. **HOLD HARMLESS:** To the extent that both parties to this agreement agree to hold each other harmless against any and all claims for injury to the person or damage to the property arising from the uses herein stated, except where such injury or damage is proximately caused by the negligent or willful acts of the other, its servants, agents, or employees.
9. **SUBROGATION WAIVED:** To the extent authorized by any fire and extended coverage insurance policy issued to Owner on the lease/rental premises, Owner hereby waives the subrogation rights of the insurer, and releases the State from liability for any loss or damages by that insurance.

ATTACHMENT 15



Memorandum of Understanding for Animal Care During Disasters

Completed in compliance with the Flood Emergency
Action Team (FEAT): Initiative Number 6

Governor's Executive Order W-156-97

**Approved by the Standardized Emergency Management
System (SEMS) Advisory Board on November 21, 1997**

Arnold Schwarzenegger
Governor

Henry R. Renteria
Director
Governor's Office of Emergency Services

**MEMORANDUM OF UNDERSTANDING
BETWEEN**

AND

This Memorandum of Understanding is made and entered into this _____ day of _____, 199__, by and between _____ (County) and _____ (Organization).

It is necessary that all of the resources and facilities of cooperating agencies be made available to prevent and combat the effect of disasters which may result from such calamities as flood, fire, earthquake, pestilence, war, sabotage, and riot.

The parties hereto desire to coordinate a program of disaster relief to ensure preservation of animal life and to protect public health and welfare by providing emergency animal care by means of this Memorandum of Understanding.

Therefore, it is mutually agreed and understood as follows:

1. Each party shall develop a mutually compatible plan providing for the effective mobilization of all its resources and facilities to cope with any type of disaster.
2. _____ (Organization) will accept the responsibility for coordinating animal relief efforts in cooperation with the _____ (County) and to assist members of the public needing animal-related services. These efforts will include but are not limited to housing animals, providing emergency veterinary medical care, setting up temporary animal shelters, evacuating, rescuing and capturing animals in distress, caring and feeding for animals left in evacuation sites, providing lost and found information services to the public, euthanising animals and providing animal food and supplies to the public. Other agencies involved with animal rescue will only be allowed to work under the direction of the _____ (Organization). The _____ (Organization) will coordinate all other animal rescue groups and individuals and reserves the right to deny assistance from any animal rescue group or individual.
3. In the event of any situation requiring disaster response, the _____ (Organization) acknowledges they must provide animal relief assistance through the direction of the Standardized Emergency Management System (SEMS). All actions of the _____ (Organization) will be coordinated with other participating governmental agencies during a disaster.
4. Each party agrees to participate without assurance of cost recovery.
5. The _____ (Organization) agrees to respond to requests for mutual aid in other counties pursuant to the Emergency Services Act, Article 10, Sections 8610 et seq.
6. Each party agrees to participate in meetings and drills related to disaster relief.
7. The _____ (Organization) agrees to furnish educational materials and appropriate training relating to dealing with animals in a disaster.

8. Each party to this Memorandum of Understanding agrees to provide the other party with emergency phone numbers of designated personnel responsible for disaster relief. This list will be provided annually and updated when needed.
9. This Memorandum of Understanding is valid until revoked. The agreement may be revoked upon the request of either of the parties signed hereto. This understanding shall not be modified, unless the parties first agree to and approve such modification in writing.
10. Liability for response pursuant to mutual aid and declarations of emergency pursuant to the Emergency Services Act, Article 9.5, Section 8607; Article 10, Section 8610; Article 11, Sections 8615-8618 et seq.; Article 13, Section 8625 et seq.; Article 15, Section 8630 et seq. are potentially subject to the Emergency Services Act, Article 17, Section 8655 et seq.
11. To the extent that the equipment and/or facilities of any other governmental agency outside _____ (County) are utilized or employed in any animal relief efforts covered by this memorandum of understanding, such equipment and/or facilities will remain under the control and supervision of _____ (County) for the duration of the animal relief effort or until the originating governmental agency resumes custody of the equipment and/or facilities. The _____ (organization) may exercise control and supervision of such equipment and/or facilities with the consent of the originating governmental agency.
12. In the event an emergency/disaster requires aid outside the jurisdiction of the Operational Area coordination shall be obtained through the county Emergency Operations Center according to the Standardized Emergency Management System (SEMS).

IN WITNESS THEREOF, this Memorandum of Understanding has been executed by and in behalf of the parties hereto as to the day and year first written.

Signature

Printed Name and Title

Agency

Address

City, State, Zip

Telephone

Date

Signature

Printed Name and Title

Agency

Address

City, State, Zip

Telephone

Date

** To ensure protection under Government Code §8655 et seq., volunteers should register as Disaster Services Workers with their local Disaster Councils.

ATTACHMENT 16

REFERENCES

- FEMA Strategic Foresight Initiative, Federal Emergency Management Agency, 2010
- National Response Framework (NRF), Department Of Homeland Security, January, 2008 Homeland Security Presidential Directives (HSPD)
- National Incident Management System (NIMS), 2004
- Robert T. Stafford Disaster Relief And Emergency Assistance Act P.L. 93-288 As Amended, 42 United State Code 5121-5207 (June 2007) (Stafford Act)
- California Catastrophic Incident Base Plan: Concept of Operations, U.S. Department of Homeland Security, Federal Emergency Management Agency Region IX, and California Governor's Office of Emergency Services, September 23, 2008
- California State Emergency Plan, California Emergency Management Agency, July 2009
- California Emergency Services Act, California Government Code, January 2009
- California Disaster Assistance Act, California Government Code Chapter 7.5 of Division 1 of Title 2, and implementing regulations in Title 19 of the California Code of Regulations, Chapter 6
- Interstate Civil Defense and Disaster Compact (1951)
- Emergency Management Assistance Compact, California Government Code Sections 179–179.9, 2005
- Interstate Civil Defense and Disaster Compact, California Government Code Section 177–178.5, 1951
- California Disaster and Civil Defense Master Mutual Aid Agreement, 1950
- Mobilization Center Site Assessment (draft), California Governor's Office of Emergency Services and the California Department of Water Resources, 1999
- California Department of Food and Agriculture Administrative Order, 2003 (under revision)
- California Fairs Statewide Fair Network Emergency Response Projects: Emergency Staging at California Fairs California Department of Food & Agriculture, Division of Fairs & Expositions, October 14, 2009
- Catastrophic Disaster Planning Initiative, 11th Annual Federal Emergency Management Higher Education Conference, Federal Emergency Management Agency, June 2-5, 2008
- California Catastrophic Incident Base Plan Concept of Operations (CONOPS), California Governor's Office of Emergency Services, Federal Emergency Management Agency Region IX, and the U.S. Department of Homeland Security, September 23, 2008
- Catastrophic Planning Guide (draft), Federal Emergency Management Agency, December, 2009
- FEMA's Preparedness for the Next Catastrophic Disaster, OIG-08-34, Department Of Homeland Security Office of Inspector General, March 2008
- Catastrophes are Different from Disasters: Implications for Crisis Planning and Managing drawn from Katrina, E.L Quarantelli, Jun 11, 2006
- Understanding Katrina: Perspectives from the Social Sciences, Social Science Research Council, <http://understandingkatrina.ssrc.org>
- San Francisco Bay Area Regional Coordination Emergency Plan, the Governor's Office of Emergency Services in Collaboration with Bay Area Counties and Cities, October 2007

(Continued)

ATTACHMENT 16

REFERENCES (continued)

- San Francisco Bay Area Earthquake Readiness Response: Concept of Operations Plan, California Governor's Office of Emergency Services and the Federal Emergency Management Agency, Region IX, September 23, 2008
- Southern California Catastrophic Earthquake Concept of Operations Plan, (still in draft but due for release in 2011)
- Evacuee Support Planning Guide, P-760, Federal Emergency Management Agency, July 2009
- FEMA and American Red Cross Partnership Will Strengthen Mass Care during a Disaster, Federal Emergency Management Agency news release HQ-10-207, October 22, 2010
- Universal Task List: Version 2.1, U.S. Department Of Homeland Security Office of State and Local Government Coordination and Preparedness, May 23, 2005
- Typed Resource Definitions, Fire and Hazardous Materials Resources, Federal Emergency Management Agency, May 2005
- Typed Resource Definitions, Fire and Hazardous Materials Resources, 508-4, Federal Emergency Management Agency, July 2005
- Appendix A: Examples Of Resources For Which Typing Has Been Completed, National Incident Management System, U.S. Department of Homeland Security, December, 2008
- Emergency Operations Plan Crosswalk for Plan Review, California Emergency Management Agency , March 2007
- Fairgrounds Emergency Planning Guide, California Fair Safety Association, CFSA Safety Department, April 2009
- Fairgrounds Emergency Plans, Michigan Department of Agriculture, January 2008
- Department of Homeland Security Risk Lexicon, U.S. Department of Homeland Security, September 2010
- Disaster Recovery and Mitigation Handbook , California State OES [now Cal EMA] July, 2004
- Recovery Manual , State OES [now Cal EMA] July, 2004
- Public Assistance Applicant Handbook, FEMA P-323, Federal Emergency Management Agency, March 2010
- Memorandum of Understanding for Animal Care During Disasters, Completed in compliance with the Flood Emergency Action Team (FEAT): Initiative Number 6, per Governor's Executive Order W-156-97, November 21, 1997

END OF DOCUMENT