

REPORT 1: **California Fairgrounds'** Support of Disasters and Catastrophes



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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

This report focuses on statewide organizations' use of fairgrounds during local and state emergencies, as well as federal disasters. The report also evaluates how fairground resources may be used in future catastrophes. The use of fairgrounds in past events was assessed to help build a clearer view of likely fairground use whenever a catastrophic event overcomes all local capabilities, and most likely state and some federal resources during the initial response. Record floods, earthquakes, wildfires and even terrorist acts are some of the sources for catastrophes. It is likely that fairgrounds that are distant from the actual impact area may be called on to provide services for those evacuating the catastrophic event or for staging and support sites for response organizations entering the impact area. In any case, there is no doubt that fairgrounds will be called upon to serve.

California fairgrounds have provided significant support to disaster operations in California in the last twenty years. The need for continuing and expanded services for disasters and future catastrophic events requires an improved understanding of a fairground capabilities and limitations before they are called upon to support civilian operations, especially those requested to shelter people and their animals, whether pets or livestock. The current needs for fairground support from response organizations in California cover a wide range of resources, which can lead to conflicts of use when incompatible activities are requested for the same fairground site. In addition, lack of information by decision makers about the capacities of fairgrounds may lead to mistaken expectations, especially in catastrophic events led by federal agencies with little knowledge of the capabilities of California's fairgrounds.

This report provides insight into how state-level organizations (state, federal, and some non-profits) envision fairground use in catastrophes. The report also provides some aids that may help statewide organizations improve selections of fairground applications before requesting support. In addition, strategies are suggested to improve the future knowledge base so that fairgrounds are able to work effectively with requesting organizations to ensure cost recovery. This enables fairgrounds to continue to thrive as active community members throughout the year while remaining as viable support for future disasters and catastrophes.

“...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
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
CAL TRANS	California Department of Transportation
CAP	Corrective Action Program
CARES	California Animal Response Emergency System
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 Service Team
FEMA	Federal Emergency Management Agency
FCERP	Fairground Catastrophic Emergency Response Plan
GACC	Geographic Area Coordinating Center
GACG	Geographic Area Coordinating Group
Gantt	A task chart named after developer Henry Laurence
GETS	Government Emergency Telephone System

(Continued)

ACRONYMS (continued)

GIS	Geographic Information System
GPS	Global Positioning System
HazMit	Hazard Mitigation
HSEEP	Homeland Security Exercise and Evaluation Program
ICS	Incident Command System
JPA	Joint Powers Authority
LLIS	Lessons Learned Information Sharing System
MACA	Military Assistance to Civil Authority
MARAC	Mutual Aid Regional Advisory Committee
MFH	Mobile Field Hospital
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
WMD	Weapons of Mass Destruction

1. Introduction

1.1 Project Origins

The California Department of Food and Agriculture's (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, "California Fairgrounds Map") 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 catastrophic events. The work was originally requested by F&E based on needs identified from fairground 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 fairground management views the use of their resources to support first responders and the public during disasters or catastrophes, and then provide guidance to assist fairground management to implement appropriate and successful support strategies for both disasters and catastrophes. This is the first report 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 first report is to enhance the knowledge of state-level first response organizations especially regarding the diversity of fairgrounds by their types of ownership, jurisdictional authority and location and actual size. This is provided in a table as Attachment 2, "Table of Fairground Information." It is not often understood that California fairgrounds receive a set allocation each year to hold a single annual fair, but that allocation, especially for larger fairgrounds, is a very small portion of their full operating costs for the year. Each fairground depends on critical income from ongoing activities. Loss of those activities makes fairgrounds vulnerable to serious financial losses and even closure if they cannot recoup funds for interruptions while supporting disaster or catastrophe response efforts.

1.3 Project Methodology

F&E completed a survey process of eleven statewide response organizations, the American Red Cross and FEMA Region IX. F&E consolidated those results for this report along with comments received from direct interviews and suggestions provided during a project kick off meeting. F&E also evaluated other states and countries for their approaches to planning involving fairgrounds. All of the data was evaluated and is reflected in this report's findings. This report was sent for review to the organizations that provided input as well as to related organizations as a courtesy draft copy when they indicated interest in evaluating the draft after it was prepared for formal review. All comments that were received in the review period were considered and incorporated as appropriate.

1.4 Project Scope

This report is a bridge to the next two reports and is just one critical part of a three-part process of understanding and improvement of fairground use in California. It provides general concepts and recommendations for statewide organizations to use during disasters and catastrophes. The recommendations are for overarching strategies to improve coordination between response organizations and fairground management for the use of fairgrounds.

1.5 Critical Definitions

It was clear to F&E after some initial interviews with various organizations that there were some definitions that should be provided at the beginning of this report. These ensure that all readers will have a clear and consistent understanding of some of the basic concepts for this report.

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 person
- 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 from 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, 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 often including 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 include:

- 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 venues 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, for care and shelter of 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 supporting the public during terrorism threats, 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.

<p style="text-align: center;">California Fairs Emergency Response Support from 2005 to 2009</p> <ul style="list-style-type: none">• 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:<ul style="list-style-type: none">- 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

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 continuing operations.

The two 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.

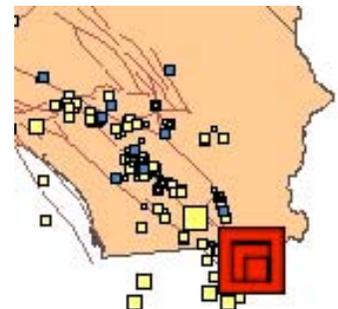


At about 7:00 p.m. the first day, October 21, the San Diego County Fairgrounds was asked to support the staging of an initial cadre of 100 National Guard troops, with 1,100 more expected within 24 hours. That night the San Diego County Fairgrounds reported over 2,000 horses had been brought to the fairgrounds. On Oct. 22 at 6:30 a.m. the fairgrounds received a call from the San Diego County EOC 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, but most 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 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 the supplies for several days until the distribution was complete.

2.3 CAL EMA's Role for Requesting Fairground Support

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, 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) and 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 Changing Paradigms of Community Disasters and Catastrophes

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 disasters and catastrophes.

2.5 Changing Threat Environment and All-Hazards Preparedness

The complexity and variety of new threats has also increased the call for the use of fairgrounds because of their statewide availability and their capacity for support. Some of the fairgrounds are already sites of pre-allocated caches of emergency response support equipment and supplies. Some fairground sites are under consideration for staging of first response resources from state and federal agencies. The Strategic National Stockpile (SNS) and the National Veterinary Stockpile (NVS) caches are part of this new arrangement with California fairgrounds, following careful assessments of the sites for usability and access.

2.6 Some Past Assessments of Fairgrounds

Fairgrounds, like any location, are subject to threats from the all-hazards environment. Many are close to highways, rail lines and flood plains. Many also suffer from frequent power outages. They are just as vulnerable as other community assets when wildfires and earthquakes strike. There is not, however, a comprehensive all-hazards threat evaluation of all the 78 fairgrounds. In addition, there is no single, comprehensive documentation of all the fairgrounds regarding their location, operation management and authority, capacities and restrictions and consolidated past uses. This would be of true value as a complete and easy reference for coordinating agencies like Cal EMA and FEMA Region IX. There are, however, a number of disconnected compilations and studies that have some of this information, but they are all dated or are not inclusive of all the fairgrounds.

2.6.1 1999 Cal EMA (State OES) Regional Assessment of Fair Resources

The California Governor's Office of Emergency Services (State OES) (now Cal EMA) and the California Department of Water Resources (DWR) formed a committee to perform an evaluation of Fairs and Expositions resources and capabilities in 1999. Those agencies and the California Conservation Corps (CCC), California Division of Fairs and Expositions, California Department of Forestry (now CAL FIRE) and the Army National Guard participated in the study. This was a follow-up action created after gaps were noted in emergency response for the severe floods during the winter of 1997-98. The *1999 Mobilization Center Site Assessment* was issued only as a draft document. It met the immediate needs of the agencies involved. Its focus included review of 31 of California 58 counties, with most of Southern California and the Sierras excluded. The assessment identified the fairground sites by the name of the

The purpose of this report is to supply all emergency response organizations pertinent information that facilitates effective emergency planning, communication and coordination of all SEMS levels. The report is a working document and should be updated periodically...
Mobilization Center Site Assessment, 1999

fairground, the city it was in or near, and the county. A fairground's general usefulness for mobility center operations was evaluated as E for Excellent, G for Good, F for Fair and P for Poor. The following fairground characteristics were also provided:

- Utilities
- Buildings
- Tent Space
- Acreage
- Coinsideability [sic] [able to support other simultaneous activities without conflict, which is referred to in this F&E report as "compatibility"]
- Comments [limited material on past use history for floods, fairground flood risk, payment strategies for use of fairgrounds, etc.]

Maps of sites were typically provided, along with some relevant tables and charts. Although this was a notable effort to begin a collaborative data gathering process about fairground use in disasters, the weaknesses of this report are:

- It is not complete for the entire State California fairground network
- It focuses on a single type of use (mobility centers, primarily for flooding) and does not provide insight into uses for catastrophic events
- It has a limited depth of resource assessment for the fairgrounds
- It does not list a GPS coordinate or consistent geo-coding for each fairground
- It does not assess the entire all-hazards threat environment for the fairgrounds
- It remains as a draft document with limited distribution and is out of date
- No further actions were taken to complete or improve this document for future mobilization efforts, or other fairground operations for emergency response

State OES was assigned the authority to use the document, however, it was not integrated into continuous operations and was not updated on a regular basis to ensure the accuracy and therefore reliability of information for use during actual event decision making.

2.6.2 2005 F&E Physical Plant Assessment of Fairgrounds

In 2003 the F&E funded a study of California fairgrounds to evaluate their current physical plant condition. The study was comprehensive in its review of all the grounds and buildings at the fairgrounds. However, the study ended before the complete network of California fairgrounds was evaluated.

The photos and tables of the buildings are excellent, and the binders for each fairground include a guide for improving accessibility under the Americans with Disability Act (ADA) regulations. The study's primary shortfalls in regard to planning for catastrophic events include:

- Only 37 fairground assessments were completed
- The assessments were focused on general operation use and not on disaster support operations
- The assessments are out of date and although much of the data may still be accurate, there is no way to confirm what has changed, included such

- The assessments were not distributed to or discussed with the emergency management community at the state or local levels of government

2.6.3 2009 F&E Survey of Fairground Support of Disasters

In 2009 F&E conducted a volunteer survey of the network of California fairgrounds regarding disaster support activities from 2005-2009. A total of 41 fairgrounds responded. The survey asked:

- What agencies were involved in mobilizing your fairground during an emergency?
- When and how many days was the fairground mobilized?
- How many humans and how many animals were sheltered?
- What were the details for the incident (type of event, equipment, etc.)?
- What improvements are needed to improve the fairground's capacity to support emergency response?

The results from the survey indicated a wide array of support activities across California. The responding fairgrounds were active throughout the five-year window of the study. From 2005 to 2009 they housed, in total, approximately 7,700 animals and 5,250 people. That is significant when considering that other human shelter sites are primarily schools and other public facilities. Some of the human sheltering events came after the Governor's order for fairgrounds to open for cooling and heating shelters.

The weaknesses of this compilation of information are:

- The results were not thoroughly explained to the emergency management and first response community in California
- Some critical questions were not included in the survey, especially those regarding costs to the fairgrounds and how much was recovered for losses
- The study was incomplete since not all fairgrounds responded
- No formal reporting was completed in a white paper or formal document, although summaries were provided in an F&E summary flyer
- No formal follow-up or tracking system is in place to capture data after 2009, or data prior to 2005, as a complete and continuing record
- There is no projection for use of the data for decision making in catastrophes

2.6.4 CDPH 2008 Risk Assessment of Some Fairgrounds

The California Department of Public Health (CDPH) completed a risk assessment survey of seven fairground sites in 2008 as part of a consideration for using the sites as caches for disaster supplies. The CDPH assessments primarily focused on civilian-based threats (e.g. gang activity, civil disturbance) and gave only brief notations for other threats, e.g. occasionally noting if the facility is located in a flood zone. There is no in-depth analysis of seismic, tsunami, and fire hazards, or any other natural or man-made threats (chemical or nuclear facilities, railroad proximity, etc.). As much of the threat assessments have a limited perspective, the evaluations are of minimal value in planning for the limits of fairground use during catastrophic events in the complete all-hazards environment.

2.6.5 CAL FIRE Unit Assessment

Many CAL FIRE Units have pre-planned fairgrounds in their areas for not only disaster preparedness but also for the vulnerabilities displayed as target hazards due to their use, size and proximity to services and transportation and potential political impact. These assessments are not, however, widely distributed.

3. The Threat Environment

3.1 The Importance of a Sound All-Hazards Analysis

In order to assess the likelihood of catastrophic events, governments and businesses alike need a thorough evaluation of the all-hazards environment. This process involves development of situational awareness of past events and types of hazards that may pose continued and increasing threats in the future. No one can predict when a disaster will occur. Catastrophic events are even more difficult to project as they are rare though intense events with long-term impacts. Catastrophes initially overwhelm most planning and preparedness efforts. Still, knowing the likely major threats does give protections for hazards with potentials for being catastrophes. Planning for the all-hazards environment also points out limitation of resources, including, in the case of fairgrounds, their vulnerabilities which could restrict their use depending on the event type and proximity.

3.2 Threat Assessments: Vulnerabilities, Controls and Gap Analyses

Many areas of California are prone to wildfires, floods, and earthquakes. Coastal areas may be subject to tsunamis. Terrorist attacks and utility failures could occur almost anywhere. These types of conditions are part of the all-hazards environment and these hazard conditions comprise major risks to fairground operations. When a threat assessment is performed, fairground management can evaluate what specific hazards can disrupt a fairground's operation or harm its employees and fairgoers. The most likely hazards, and the most serious, are threats that must be managed. Preparing for, responding to, recovering from and mitigating against threats is the responsibility of sound fairground management as part of risk reduction and emergency management. *This includes efforts to recover funds lost during support of disasters or catastrophes.*

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.

A basic threat analysis helps fairgrounds to be ready for the most severe and/or frequent threats. This process is called defining relative probability. It captures specific information about relevant hazards including:

- **Frequency:** how often does this hazard occur to be a threat to the fairground
- **Intensity:** specific event history of past disaster losses, and projections for future losses
- **Early Warning:** the pre-threat warning fairgrounds can get before a threat strikes, including considerations for how soon and often
- **Protective measures:** whether the hazard requires evacuation and/or sheltering of people at the fairground, early closure of a fairground, added security, etc.
- **High-risk locations:** nearby impact zones caused by a hazard (like flood zones) along with other hazards that might become a threat when the first threat occurs (e.g., locations of gas mains, water mains, dams, chemical storage sites that are in a quake or flood zone near the fairground)
- **Related weaknesses:** utilities, roadways, main office locations, and key vendor sites that could be disrupted by the threat. These are sometimes called critical facilities.

Statewide response organizations cannot evaluate the current vulnerabilities, controls and gaps of the California fairgrounds because there is no consolidated hazard assessment for the fairgrounds. Many fairgrounds do not have a formal emergency plan document, which might contain these assessments. Although fairground management is typically aware of the threats in their community, this information is not typically formalized or documented, including validated threat histories or threat analyses. Therefore, Cal EMA and other response organizations cannot develop a true vision of the use of fairgrounds in catastrophic events because of this lack of a complete picture of fairground resiliency and availability against the known hazard environment. Fairgrounds will likely be considered to be available in catastrophic events without a sound foundation for that policy.

3.3 Current State Hazards Assessment

California participated in a statewide effort to complete Hazard Mitigation Plans for all levels of government based on the federal directive based on the Disaster Mitigation Act of 2000 (DMA 2000). As stated by FEMA:

DMA 2000 (Public Law 106-390) provides the legal basis for FEMA mitigation planning requirements for State, local and Indian Tribal governments as a condition of mitigation grant assistance. DMA 2000 amended the Robert T. Stafford Disaster Relief and Emergency Assistance Act by repealing the previous mitigation planning provisions and replacing them with a new set of requirements that emphasize the need for State, local, and Indian Tribal entities to closely coordinate mitigation planning and implementation efforts. The requirement for a State mitigation plan is continued as a condition of disaster assistance, adding incentives for increased coordination and integration of mitigation activities at the State level through the establishment of requirements for two different levels of state plans. DMA 2000 also

established a new requirement for local mitigation plans and authorized up to 7 percent of HMGP funds available to a State for development of State, local, and Indian Tribal mitigation plans.

Cal EMA has completed the State Hazard Mitigation Plan which is available at the Cal EMA website: <http://hazardmitigation.calema.ca.gov>

This document gives a broad brush summary of the all-hazards environment throughout the State. Additional discussion about California hazards are found in the California State Emergency Plan.

Cal EMA also provides a simplified site-based visual analysis of the most serious threats to California at their “My Hazards” online tool at:

<http://myhazards.calema.ca.gov/>

3.4 Regional Considerations

The State of California divides its 58 counties into six mutual aid regions for coordination of resources during disasters (Figure 1), 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). The Regional Cal EMA offices (Rancho Cordova, Oakland, and Los Alamitos) have additional information about the hazards within their counties/Operational Areas, and the threats these hazards pose. Cal EMA Regions also participate in specific catastrophic planning projects and exercises to prepare their communities.

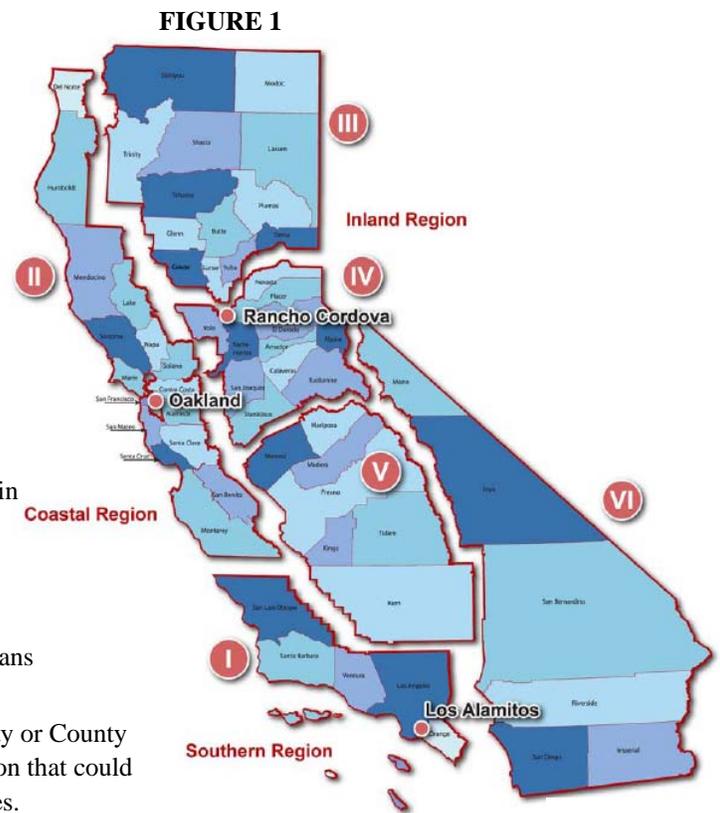


FIGURE 1

3.5 Local Government Hazard Mitigation Plans

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.

Approved Hazmit plans can be found online at the Cal EMA site at:

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

3.6 Individual Fairground Assessments

California fairgrounds do not typically have experience or expertise for performing thorough risk analysis of their all-hazards environment. If the fairgrounds were provided the tools and training to compile this information, and it was then rolled up and provided as validated intelligence through F&E, then state response agencies could work with Cal EMA to truly evaluate what fairgrounds could be used and for what purposes after a catastrophe strikes.

4. California Emergency and Catastrophic Planning

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 are 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

Since 2008 the federal government has supported the concepts of catastrophic planning by offering grants to local and state governments. The 97.111 Regional Catastrophic Preparedness Grant Program (RCPGP) originated from the Consolidated Appropriations Act of 2008, Public Law 110-161; U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act of 2007, Public Law 110-28; Consolidated Security, Disaster Assistance, and Continuing Appropriations Act, 2009, Public Law 110-329. It is managed by the U.S. DHS. According to the DHS:

“The goal of RCPGP is to support an integrated planning system that provides for regional all-hazard planning for catastrophic events and the development of necessary plans, protocols, and procedures to manage a catastrophic event. Objectives include, creating regional planning processes and planning communities through the establishment of a Catastrophic Planning Working Group; Identifying and assessing priority areas of concern using both capabilities-based and scenario-based planning models; Developing enhanced regional plans and addressing shortcomings in jurisdiction plans to support both the management of a catastrophic incident and to enable enduring government; and linking planning efforts to resource allocations... funds will be allocated to designated Tier I Urban Areas and designated Tier II Urban Areas.”

FEMA has helped allocate these funds to address the risks identified in the Catastrophic Disaster Planning Initiative. California 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 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:

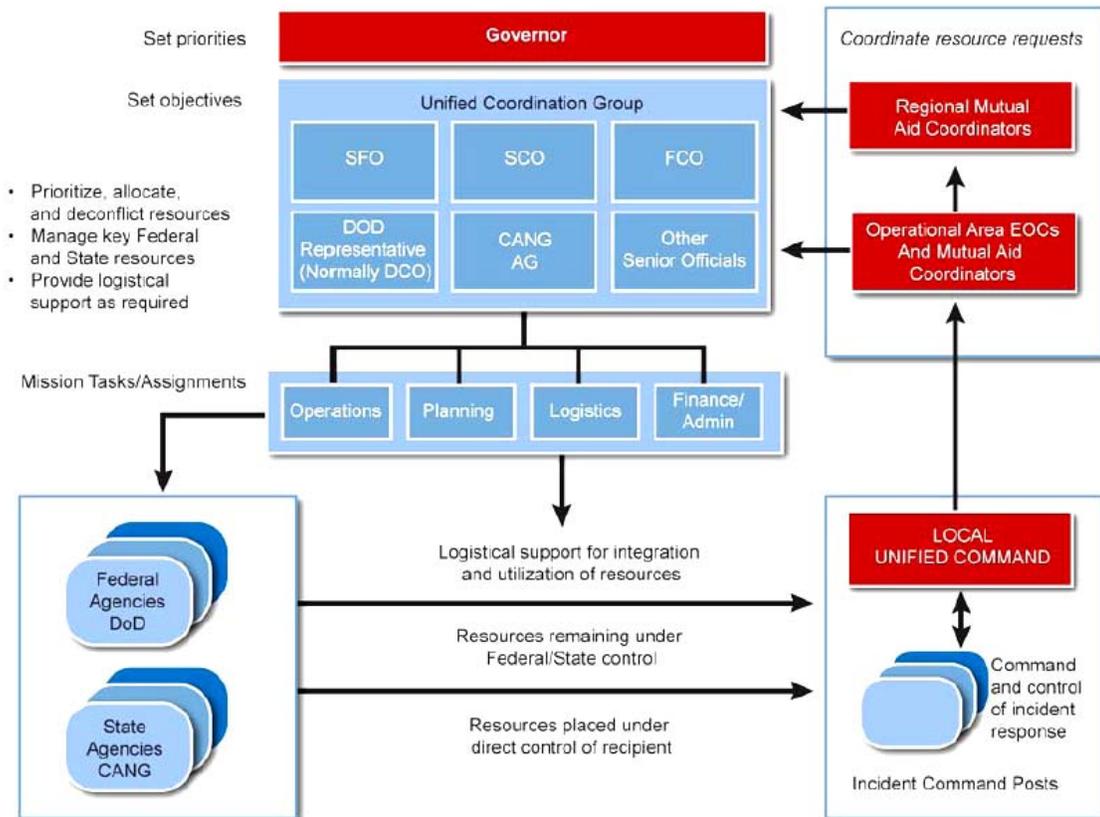
In accordance with SEMS, the State of California provides for the orderly submittal of resource requests from the Emergency Operations Centers (EOCs) of county Operational Areas to one of three REOCs and potentially to the State Operation Center (SOC)..., or through discipline-specific mutual aid system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

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

Some of this additional planning is already under development

The CONOP does not specifically mention the use of fairgrounds. That level of detail is not appropriate in a statewide CONOPS; however, it does reiterate the requirement to follow the National Incident Management System (NIMS) of resource allocation during catastrophic events. This is summarized in Figure 2. This is important and is noteworthy regarding findings about current practices used to acquire and allocate fairground use during disasters in California.

FIGURE 2



Source: California Catastrophic Incident Base Plan Concept of Operations

4.3 Northern and Southern California Catastrophic Planning

As previously noted, FEMA Region IX and Cal EMA have collaborated in the completion of catastrophic earthquake plans for the San Francisco Bay Area and for Southern California. The *Southern California Catastrophic Earthquake Concept of Operations* was released on December 14, 2010. The *San Francisco Bay Area Regional Coordination Emergency Plan* was released publicly in October of 2007. These documents provide a sound basis for large events that would likely overwhelm local resources. It was later enhanced on September 3, 2008 with the release of the *San Francisco Bay Area Earthquake Readiness Response: Concept of Operations Plan*. This plan's contents describe:

**“...the joint State and Federal response to a catastrophic earthquake in the Bay Area. The CONPLAN contains:
Projected impacts of the earthquake
Objectives, Courses of Action (COAs), and Decision Points
Response capabilities
Response actions that can or will be taken”**

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 asked from fairgrounds in future events. The lack of fairgrounds being discussed as a major resource in catastrophes indicates a shortfall in collaborative catastrophic planning between key agencies and fairground management.

4.4 Fair involvement in Past Planning Efforts

A recent F&E survey of fairground managers asked about their past experiences with catastrophic planning. None of the managers recalled being asked to participate in developing a specific catastrophic planning document by any local, state or federal agency (*this excludes planning for caches*). In contrast, some of the state agencies that were surveyed reported they had included fairgrounds in the process of developing catastrophic planning documents, but not a single agency reporting this collaboration could provide the name of a specific planning policy or document that had included fairground management in the development process. It was also clear from speaking with fairground managers and state agencies that fairgrounds are rarely involved in major disaster exercise plans and exercise performances. F&E is evaluating this gap currently to assess what fairgrounds may wish to join in future Golden Guardian exercises. The planning gap is an indicator that during catastrophes, decision makers would benefit from improved pre-disaster coordination. This would prevent fairground availability from being taken for granted especially after fairgrounds are included as partners in the catastrophic response planning process.

4.5 New Federal Initiatives for Catastrophic Planning

FEMA is now reenergizing its efforts to plan for the identified areas of high risk for catastrophes and to exercise the NRF and state plans during annual disaster exercises that involve nationwide participation. FEMA states:

On January 26, 2007, the Homeland Security Council’s Deputies Committee unanimously reached agreement on the NEP Charter and on April 11, 2007, the President approved the National Exercise Program (NEP) Implementation Plan. This plan establishes the NEP under the leadership of the Secretary of Homeland Security.

The National Exercise Program (NEP) provides a framework for prioritizing and coordinating Federal, Regional and State exercise activities, without replacing any individual department or agency exercises. The NEP enables Federal, State and local departments and agencies to align their exercise programs. This alignment is achieved by issuing annual NEP exercise planning guidance derived from a strategic review of risks (threats, hazards, vulnerabilities and operational risks), and by outlining a five-year schedule of NEP tiered exercises.

The five year schedule is categorized into four tiers which reflect priorities for participation and outline the procedures for departments and agencies to follow should they want to nominate an exercise to a national level status. Each year one exercise is designated as the National Level Exercise / Tier I event requiring senior level participation among the Federal interagency community. Additional exercises are provided Tier II, III or IV status depending on a variety of qualifying factors. Within the NEP are tools to support functionary components, such as exercise schedules, policy and guidance, corrective actions, and lessons learned. These programs include the Five-Year Exercise Schedule consisting of categorization of exercise by tiers, the National Exercise Schedule (NEXS), the Homeland Security Exercise and Evaluation Program (HSEEP) Policy and Guidance reference volumes, the Corrective Action Program (CAP) and its companion *CAP System*, and the Lessons Learned Information Sharing System (LLIS).

Although this effort is ongoing, and much progress is being made, there are still some shortfalls in how actual catastrophic management operations would proceed. This was clearly evident during the recent British Petroleum Oil Spill disaster in the Gulf when well established Incident Command System protocols faltered in the face of jurisdictional struggles for resources.

In March, 2008, the U.S. Office of Inspector General (OIG) released its report *FEMA’s Preparedness for the Next Catastrophic Disaster, OIG-08-34*. One critical finding that could seriously affect fairground activation during catastrophes is the lack of a “single vision” for mass evacuation and care and shelter operations at FEMA. In the report the OIG stated:

“...adequate funding for continuing evacuation planning is an issue. Additionally, because of the multiple offices and disciplines involved in evacuation planning, FEMA should establish a single entity to take “ownership” of overall evacuation planning and implementation.”

Some of these issues have been addressed with additional new FEMA guidance, for example the release of the *Evacuee Support Planning Guide*, in July of 2009.

On October 22nd of 2010 FEMA publicly announced the following:

“Today the U.S. Department of Homeland Security’s Federal Emergency Management Agency (FEMA) and the American Red Cross signed a Memorandum

of Agreement (MOA) that sets the framework for the Red Cross and FEMA to jointly lead the planning and coordination of mass care services, which will strengthen and expand the resources available to help shelter, feed, provide emergency first aid and deliver supplies to survivors of a disaster...

...By sharing the lead role, FEMA and the Red Cross will jointly assist states in their planning and coordinating of mass care services, specifically: sheltering, feeding, distribution of emergency supplies, and reuniting families separated by disasters. FEMA and the Red Cross will coordinate with other mass care partners to determine the most critical needs, conduct state mass care capability assessments, conduct joint training and exercises to improve and evaluate mass care capabilities, and provide mass care technical assistance to states and non-governmental organizations before, during and after a disaster...

...FEMA will continue to serve as lead, and Red Cross as a support agency for the emergency assistance, housing and human services responsibilities within Emergency Support Function 6 of the National Response Framework."

The concern for fairgrounds in this environment is that there is no unique and single vision or document for the use of fairgrounds during catastrophic evacuations and care and shelter. Catastrophic evacuations could easily include relocation of large numbers of evacuees from distant communities to a community that had no impact from the event, and which has no political or social connection to those seeking care and shelter. An example is the sheltering of tens of thousands of Katrina victims in other states, including California. There is also the potential for large-scale care and shelter requests when American citizens are repatriated from foreign countries under military or national security directives.

The assignment and use of fairgrounds during a federally managed operation may fall short of serving the public effectively since a strong threat assessment of all the fairgrounds in capability database is not in place for easy evaluation of appropriate site applications. Another potential disconnect is identifying how the resource requests for fairgrounds will be managed in catastrophic response efforts. In the current federal design the US Department of Agriculture does not serve under the federal Emergency Support Function (ESF) 6 for care and shelter, rather it is a source for supplying food products and for providing disaster veterinary care through federal National Veterinary Response Teams (NVRT) under ESF 11*. Fairground operations are not uniquely highlighted in ESF 6, 8, or 11.

In California, a developing program of Emergency Functions (EF) is in process to reflect the federal ESF format. State agencies involved in that planning have actively discussed where fairground resource management should be placed: in EF 11, under the CDFA lead, or instead under the coordination of resources in EF 7 as a logistics element managed by the Department of General Services. Use for general mass care and sheltering would involve EF 6. A number of fairgrounds have been designated as potential medical shelters, which is part of EF 8. Fairgrounds are also being evaluated for potential sites for large field hospitals, which would also be part of EF 8.

***NOTE: The Veterinary Medical Assistance Teams (VMAT), formerly part of the federal response, are now available, without charge, to any State that has signed an agreement with the American Veterinary Medical Association. California has not yet signed this agreement. The NVRT is not a free resource to the State of California.**

These conditions call for a more comprehensive planning guide for the use of California fairgrounds and their resources. This guide also needs to be kept current, highly accessible and well advertised to all the critical parties involved in catastrophic event response planning in California.

4.6 Resource Typing for Effective Use of Fairgrounds: ES 7 Process

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 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).

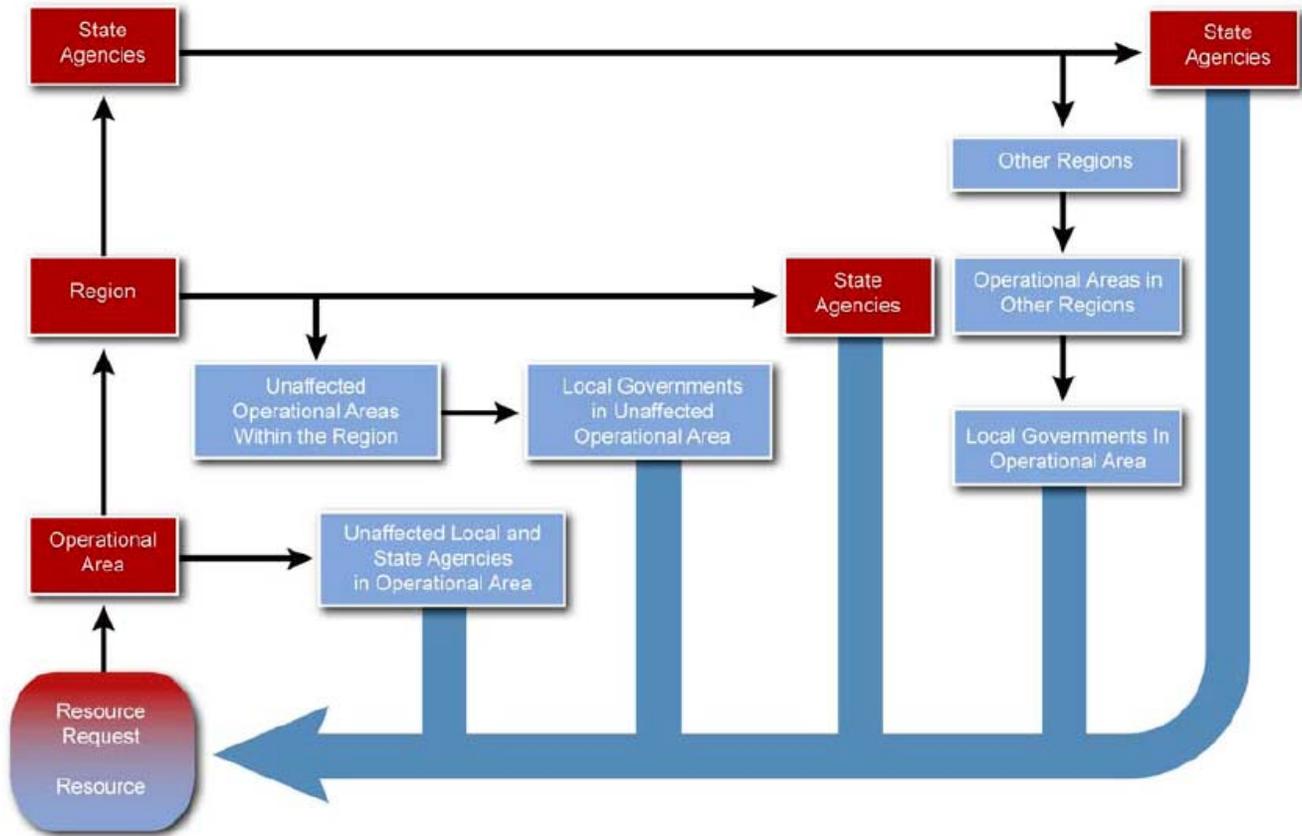
California has also been developing its master listing of resources by type throughout state and local government through the Cal EMA “Metrics” project. This is going on a parallel course with master resource typing being developed in collaboration with a Department of Defense project in California to develop a similar national typing listing for military resources used to respond to disasters as part of the Defense Support to Civil Authorities (DSCA).

All of the typed resources will eventually be valuable 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 EF 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.

FIGURE 3



Source: California Catastrophic Incident Base Plan Concept of Operations

Cal EMA states in the SEP that resource management has six primary activities:

- Interoperability
- Credentialing (through the National Integration Center ((NIC)) using the National Emergency Responder Credentialing System)
- Resource Typing
- Mutual Aid Use
- Deployment Policies
- Cost Recovery

All of these activities are important to fairground managers and to F&E. The U.S. DHS defined what was meant by effective resource management in its guide, *Universal Task List* in 2005:

“Coordination and oversight of tools, processes, and systems that provide incident managers with timely and appropriate resources during an incident. Historically, resource management has been an issue at incidents, both large and small. (National Incident Management System)) Resources are defined as personnel and major items of equipment supplies, and facilities available for assignments to incident operations and for which status is maintained. (National Response Plan) [Superseded by NRF]...

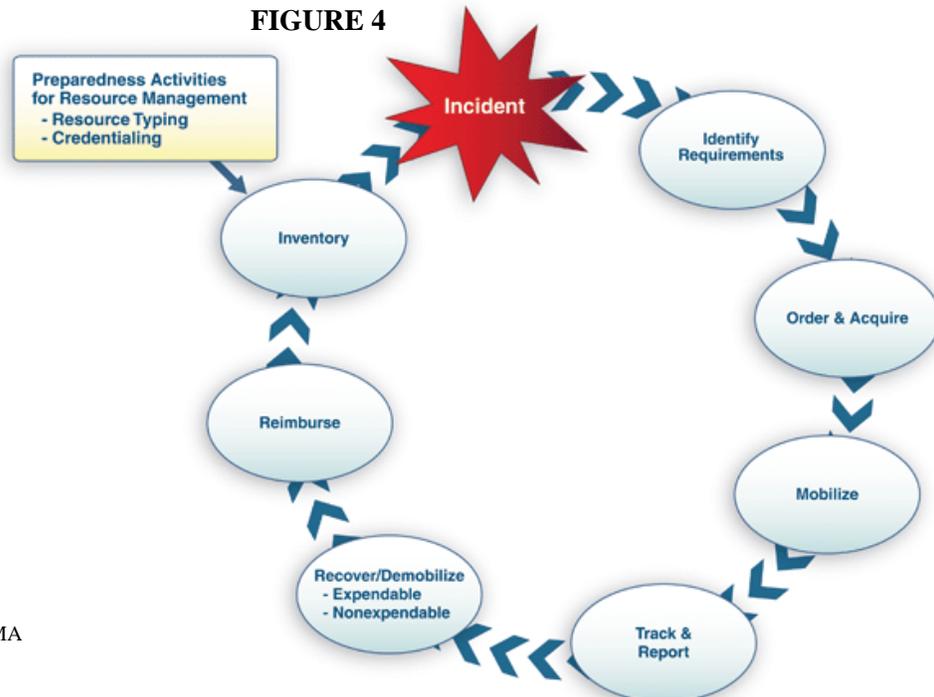
...The Universal Task List (UTL) defines what tasks need to be performed by Federal, State, local, and tribal jurisdictions and the private sector to prevent, protect against, respond to, and recover from events defined in the National Planning Scenarios...

...The UTL is the basis for defining the capabilities found in the Target Capabilities List (TCL) that are needed to perform the full range of tasks required to prevent, protect against, respond to, and recover from incidents of national significance. The fully developed UTL and TCL will provide officials at all levels with a framework for assessing their overall level of preparedness, while targeting resources to address their greatest needs...”

The Universal Task List guide also provides all-hazards taxonomies of actions that should be taken by ICS organizations to achieve the UTL objectives (see Attachment 3, “All-Hazard Taxonomy of National Preparedness Tasks.”). This provides a clear vision of how activities should be performed, including during catastrophic events.

Completing resource typing can ensure the effective use of fairground resources within the California mutual aid system. Resource typing could be critical for times when resources become scarce. The process of effective management of resources follows a general process in all disasters as described in Figure 4.

FIGURE 4



Source: FEMA

The challenge in following the SEMS/NIMS and California mutual aid process is that it does not match with current fairground access pathways used by many of the first response organization. Attachment 4, "Comparing Statewide Organization's Request Paths for Fairgrounds," provides a comparison of what Cal EMA considers the appropriate line of request for fairgrounds, and then the actual methodologies that are used or preferred by first response organizations. The first step during a Local Emergency would, by SEMS, go through the local emergency management organizations of the jurisdiction of residence for a fairground. That step, number 1, is highlighted to show how it varies substantially from the first step used by other agencies. The Memorandum of Understanding (MOU) access choice is also highlighted. Since the fairgrounds are not an independent mutual aid system, like fire and law enforcement, the formalized first responder systems have considered fairgrounds as inclusive to their resource planning, especially if MOUs or other agreements are in place for access. The Master Mutual Aid Agreement allows for working with "other agreements" outside of the mutual aid system. However, it does not state that those with responsibilities in the Mutual Aid System should be left uninformed if a fairground is accessed by agreement with a first response agency.

The challenges that are likely to arise during catastrophic events, based on actual issues from past disaster use of fairgrounds are:

- Local government emergency services agencies are not informed about a resource used in their own communities. Local government may make assumptions about fairground access when in fact it is already controlled by a state agency. This can be particularly difficult for care and shelter needs of local or distant populations when that is considered as incompatible use with already sited first responders.
- State resource coordinating facilities at the regional and state level may have no information about the use of the fairgrounds until sometime after a fairground is already engaged by first responders with existing agreements.
- Decisions about the selection and use of a fairground may not be discussed with fairground management before being requested, but rather may be requested directly in Mission Tasking, or even as a Governor's directive.
- A state agency may appear unannounced at a fair, with its resources in tow, requesting immediate access for a staging area or base camp. This may create major problems for a fairground including substantial, unrecoverable costs if existing or oncoming fairgrounds' events are cancelled to accommodate disaster response when there is not appropriate prior notification.
- State-level organizations may contend over use of the same fairground. The fairground management cannot resolve such issues, especially when disagreements involve interpretation of priorities of mutual aid directives vs. legal contracts, such as MOUs or contracts.
- A fairground may be asked to support a specific disaster response function when the fairground does not have the resources or capacity for that activity. The requesting agency may not be aware of these gaps.

- A fairground may be told it has to continue to operate to support an agency's presence even when there is no obvious need for using that fairground instead of other available sites or facilities. This incorrect placement may continue long past the need for an agency's role in the response process. This is especially true for housing in covered buildings with the most advanced support resources.

The F&E survey helped shed some light on how state-level response organizations view compatible and incompatible activities when they wish to use a fairgrounds. These are summarized in Attachments 5, "Table of Compatible and Incompatible Fairground Uses." The table could be used by Cal EMA to evaluate whether choices for multiple uses of fairgrounds are acceptable. The Table in Attachment 5 shows that public sheltering activities are considered incompatible with some first responder staging operations. First responders also were clear that continuing fairground operations is not compatible with disaster support. This means fairgrounds will likely face cancellations of activities, or be bypassed as unusable during disasters and catastrophes.

4.7 Suggested Triggers for Activation of Fairgrounds in Catastrophes

Developing a basic request trigger chart for activating fairgrounds is a sound step towards building a California vision for resource management in catastrophes. F&E designed a decision matrix to assist decision makers with appropriate requests of fairgrounds. The chart is based on likely catastrophic threats in California from the list of hazards in the *California Catastrophic Incident Base Plan Concept of Operations*. The suggested triggers are provided as Attachment 6, ".Suggested Triggers for Requesting Fairground Use in Disasters or Catastrophes."

It is important to note that it is F&E's position that other alternative sites should be considered prior to going directly to a fairground when there will be unrecoverable costs. In addition, the quality of resources at a fairground should be established prior to a request to ensure the capabilities meet the needs of responders or the public.

4.8 Current and Preferred Use of Fairgrounds by First Responders

The recent F&E survey of statewide response organizations revealed the current and past preferred use of fairground resources, as well as resources that might be requested in the future, including those not previously considered. Some of these have particular importance for expanding fairgrounds use during catastrophes, e.g., the use of refrigerated storage for temporary morgues during large-scale fatalities. Tables summarizing the survey results are provided as Attachments 7, "Table of Resources That Fairgrounds Could Be Asked to Support in Catastrophes," and 8, "Table of Future Fairground Management Resource Requests During Catastrophes."

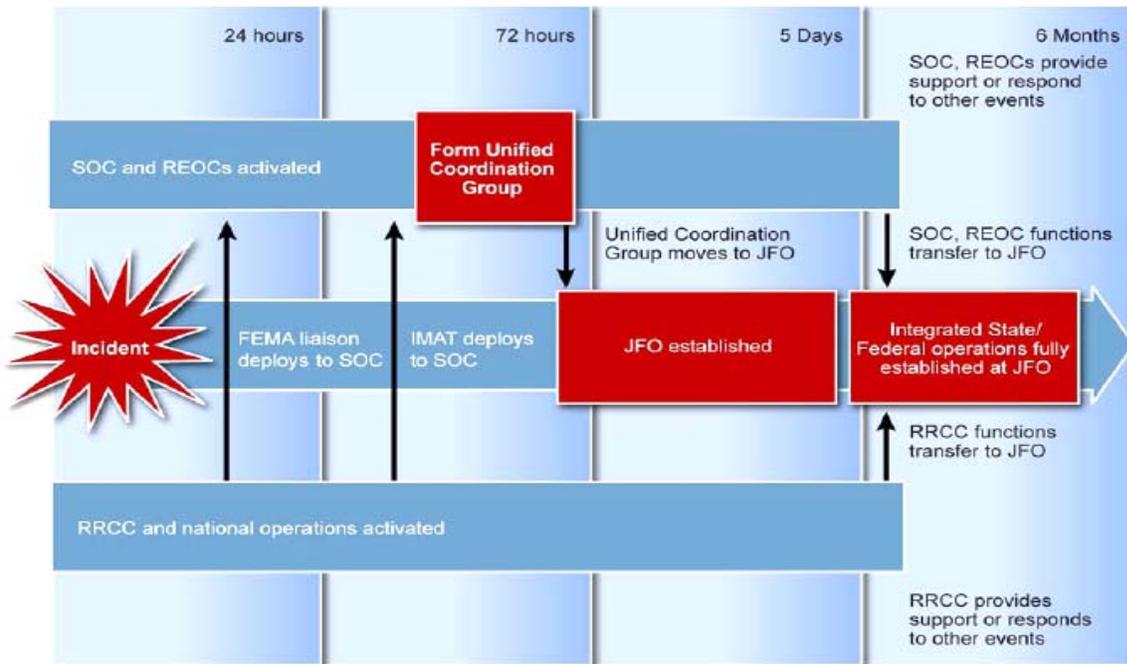
4.9 Considerations for Event Escalation from Disasters to Catastrophes

Critical assumptions exist about catastrophe impacts. Fairgrounds could face unique challenges with or without formal requests for response support. If an event escalates from an emergency to a catastrophe fairgrounds might have to address:

- The possible damage or even loss of the fairground, including loss of access because of damage to transportation routes
- The loss of key fairground staff, or their inability to respond because of effects to their own family, including their own injury or illness
- The loss of critical support utilities, including potable water, electricity, and gas needed for cooking facilities
- The convergence of victims seeking resources when there are none available
- The impacts of civil unrest moving onto the fairgrounds from surrounding communities
- The convergence of volunteers and donations without fairgrounds agreeing to host their arrival—sometimes called the “second disaster”
- The arrival of large number of media including issues of fairground trespass

What makes these conditions particularly difficult is the arrival schedule of outside resources. Local resources would typically be overwhelmed quickly if the jurisdiction is in the catastrophe impact zone. State resources might be available within a day or two if they have access and if the state organizations are not overwhelmed by the size and scope of the event. Federal resources typically arrive in three days to a week, depending on other factors and the kind of event (See Figure 5 for the likely timing of response during catastrophes.). Fairgrounds could face any or all of the catastrophic challenges for days with little or no support. Each fairground has different capacities and gaps. Some of the gaps could be game changers for fairground participation at any level, e.g., the loss of the fairground’s well when there is no connection to community potable water lines or sewage lines.

FIGURE 5



Source: California Catastrophic Incident Base Plan Concept of Operations

5. State and Local Government Use of Fairgrounds

5.1 Care and Shelter

The survey of the California network of fairgrounds completed by F&E in 2009 showed that care and shelter operations continue to be the most consistently requested activity. This is likely to increase during catastrophic events, many of which involve major destruction of civilian housing.

5.1.1 Human Sheltering for Evacuation, Medical Care, Relocation, and Repatriation

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. The EMAC States:

Article 10 – Evacuation

Plans for the orderly evacuation and interstate reception of portions of the civilian population as the result of any emergency or disaster of sufficient proportions to so warrant, shall be worked out and maintained between the party states and the emergency management/services directors of the various jurisdictions where any type of incident requiring evacuations might occur. Such plans shall be put into effect by request of the state from which evacuees come and shall include the manner of transporting such evacuees, the number of evacuees to be received in different areas, the manner in which food, clothing, housing, and medical care will be provided, the registration of the evacuees, the providing of facilities for the notification of relatives or friends, and the forwarding of such evacuees to other areas or the bringing in of additional materials, supplies, and all other relevant factors. Such plans shall provide that the party state receiving evacuees and the party state from which the evacuees come shall mutually agree as to reimbursement of out-of-pocket expenses incurred in receiving and caring for such evacuees, for expenditures for transportation, food, clothing, medicines, and medical care, and like items. Such expenditures shall be reimbursed as agreed by the party state from which the evacuees come. After the termination of the emergency or disaster, the party state from which the evacuees come shall assume the responsibility for the ultimate support of repatriation of such evacuees.

Although EMAC has been used successfully by California and other states, there is not substantial experience in place for dealing with 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 through regular exercise

activities between state agencies and the fairgrounds to evaluate cost recovery. Although the California Department of Social Services (CDSS) has the state-level responsibility for overall care and shelter operations during a State of Emergency, and the Emergency Medical Services Authority (EMSA) helps develop medical shelters, CDFA also has specific related responsibilities for care and shelter operations. The CDFA Administrative Order (AO) states that CDFA will:

Care and Shelter [response]

- Provide fairground facilities, when appropriate, for mass care and shelter of people after local resources are overwhelmed.

Logistics [response]

- Provide information on the availability of fairgrounds for human mass care and shelter centers.
- Provide information on the availability of fairgrounds for use as Mobilization Centers or staging areas for emergency response.

The additional potential for timely repatriation of American citizens from foreign countries has increased substantially with the number of politically unstable countries that host American military and civilian operations. California has several civilian airports designated as entry points for foreign repatriation. There are still unresolved logistics about where evacuees would be processed and potentially held in situations when the originating country was the site for a serious disease outbreak.

5.1.2 Pets and Livestock

Fairgrounds will continue to be a recognized site for animal care during disasters and especially during catastrophes when large animal owners cannot move their livestock to distant sites. Fairgrounds also support the concept of sheltering people and allowing them to cohabit in direct contact with their animals, which is counter to current American Red Cross (ARC) standards for a shelter, which support sheltering animals nearby as “collocation,” but not in close contact with their owners inside a shelter. Experienced fairground managers have consistently stated they will make the decision about how to successfully shelter the public with their animals, whether as cohabitation or collocation, regardless of the position held by the ARC. This may lead to a conflict of policies during catastrophes. Government coordinating organizations may refuse to provide supportive resources to a fairground shelter if it does not meet ARC standards for collocation care of pets.



Another issue of some concern is the FEMA position in recent years that family horses are not pets, but livestock. This prevents fairgrounds from recouping costs for housing family horses, which are not ranch animals, during disasters.

This is very costly and the FEMA position is very unpopular with horse owners nationwide. It is hoped that FEMA will reverse their position before another major catastrophe strikes California.

CDFA will continue to support the care and shelter of pets and livestock. The CDFA Administrative Order (AO) states that CDFA will:

Care and Shelter [response]

- Lead for the administration of the California Animal Response Emergency System (CARES). In coordination with other governmental and non-governmental agencies respond to animal rescue, emergency care and shelter and general assistance for animals.

Logistics [response]

- Assist with efforts to provide food, water, shelter, and veterinary care to affected animals.
- Provide information on the available storage sites and staging areas for animal food and medical supplies, animal shelter and confinement areas, transportation resources, and animal care personnel.

5.1.3 Heating and Cooling Centers

The Governor has ordered fairgrounds to act as cooling or heating centers when there are extreme temperatures. Local governments have found that the cost for operating such facilities, especially at fairgrounds, was not carefully considered, again, probably for the lack of a database of fairground resources. Most fairgrounds have very limited heating or cooling capacity for public comfort in extreme temperatures. It has also been noted throughout the state that relatively few residents used the fairground facilities for many reasons, one of which was transportation to and from fairground facilities which may not be anywhere near the urban populations seeking assistance. It has been suggested that better solutions exist, especially for assisting the public during heat waves. Much of this effort is now managed locally by faith-based organizations and non-profit agency outreach. The future use of fairgrounds for this function is likely to be limited.



5.2 Operations Support for Response

5.2.1 Incident Command Posts

Fairgrounds will continue to be preferred locations for field Incident Command Posts (ICP) for large disasters for several reasons:

- Large open space with adequate parking
- Open horizons for easy access for satellite communications and radio communications vans



- Electrical posts for hooking up shore power to mobile vehicles
- Proximity to adequate public restrooms and shower facilities
- Capability of housing a core operation in a closed building with concrete floors

First responders will seek out sites they have used during past fires, floods and earthquakes to set up their major command sites. This should be anticipated in the tasking considerations for fairgrounds during catastrophes.

5.2.2 Staging Areas

Fairgrounds are preferred sites for staging of equipment, people and supplies for deployment into impacted zones for many of the same reasons they are used for ICPs. Again, during catastrophes, first response organizations will expect to have access for staging as they had in past events.



5.2.3 Base Camps

First responders have used fairgrounds for their immediate deployment base camps for decades. The grounds have adequate facilities to support feeding, showering and restrooms, and security for the encampment. When responders are injected into a catastrophe impact zone they will likely seek out the use of fairgrounds for their base camp operations, if they are accessible and still functioning.



5.2.4 Air Operations

Federal catastrophic planning for large earthquakes, floods, fires and hurricanes all stress the likely loss of traditional transportation corridors to the impact zones. This includes surface roads, commercial airport runways, rail services and harbor access.



California is very familiar with the “air bridge” concept, which has been used by the California first response organizations for decades. The federal plans refer to it as a “lily pad” process where numbers of helispots are tied together to ferry in resources and responders, and to evacuate injured or stranded citizens. Fairgrounds may be the location of these air bridge camps if other responder resources are also located nearby, especially Points of Distribution (POD) for medical support, or even a field hospital. Most California fairgrounds already have designated helispot locations designated by local law enforcement, fire and Emergency Medical Service (EMS) personnel. This capability and known function will likely expand in catastrophic operations.

5.2.5 Points of Distribution (PODS)

Many fairgrounds have a long-standing relationship with their city and/or county public health department. They work together to ensure food services and hygiene operations are completed for mass gatherings and venues fairgrounds traditionally support. What many state-level agencies are not aware of is that a number of fairgrounds have agreements with local health departments for use as vaccination sites during influenza season and for treatment and vaccination during pandemic disease outbreaks. These arrangements may conflict with other operations state-level agencies assume will occur at fairgrounds during catastrophes. In smaller fairgrounds it may not be possible to create substantial distances from base camps and staging areas as the public is arriving for distribution of donated goods or for medical care.



5.2.6 Cache Sites for Regional Response Equipment

Some state-level organizations are already proposing the storage of regional response resource caches at fairgrounds. This increases the potential activity level around fairgrounds as local responders try to gain access to critical supplies. Regional distribution may falter in the first few days of a catastrophe so situating the materials in strategic locations prior to an event can save both time and lives. The challenge is that the location of the caches is kept protected and may not be immediately known by key state and federal decision makers during catastrophic events. Exercises to practice cache disbursement are planned and some smaller tests have already disclosed the challenges of activation and distribution of these caches in catastrophic environments.



5.2.7 Miscellaneous Uses

It is clear from the F&E survey of state-level organizations that there are a number of emerging uses for fairgrounds. These may include:

- Relocating State agencies when State office buildings are lost
- Relocating a local seat of government if the infrastructure for operations is damaged or lost
- Holding of prisoners from city and county jails as well as state and federal prisons if those facilities must be evacuated
- Servings as temporary mortuary sites when there are thousands of fatalities and limited capacity for storage in the community
- Using the fairgrounds for a Mobile Field Hospital (MFH) site for EMSA

6. Stakeholder Visions for Future Fairground Operations

6.1 Local Government

Some local governments contacted during this survey process indicated a desire to reestablish or improve their relationships with local fairground managers. Fairgrounds with the most recent disaster experience in response support typically have closer ties with local emergency management. Budget cuts, staffing reductions and large-scale retirements of those with institutional memory have all contributed to a weaker networking between fairground management and local emergency services agencies. F&E found that there is impetus among all parties to reestablish these planning bonds, which are critical for coordinating catastrophic operations.

6.2 Regional Coordination

There is a perceived weakness in regional planning collaboration with fairgrounds in general. F&E did not encounter regional planning documents that clearly defined the role of fairgrounds in catastrophic events. This may be because fairgrounds are considered a standing, ready resource that does not require a great deal of understanding or forethought to acquire. More information and instruction about fairground operations and their capabilities or gaps should be provided regularly to regional Cal EMA offices and to working groups like the Urban Areas Security Initiative (UASI).

6.3 State Agencies

The survey process clearly indicated that state agencies have a great respect for fairground management and the support they have given for decades to support response to disasters and catastrophes. In fact, state agencies want to increase their use of fairground operations, especially in catastrophes. However, their general understanding of the variations in how fairgrounds are managed and their jurisdictional connections was weak. Again, Attachment 2 provides some of those key details. There is a general misunderstanding of the complex structure of fairground ownership and operation by jurisdictional authority and by legal mandates. Still, the state authorities believe that fairground management has always offered a “find a way” approach to support during disasters.

The process of allocation during catastrophes requires additional tools, training and policy enhancements at the state level to ensure the fairground assets are properly called upon to serve and that fairgrounds can recoup reasonable and rightful costs to preserve their continued operation after their response support.

6.4 Adjoining States (EMAC) and Mexico

It is still unclear how much fairgrounds may be tasked to do when there is California support to other states and even countries, like Mexico, when catastrophes strike outside the state border. The Calexico Earthquake is an example of the growing potential for the use of fairgrounds for new engagements. As noted earlier, there is

not enough experience to truly evaluate how catastrophes in Oregon, Nevada and Arizona would impact the California network of fairgrounds, but undoubtedly the continued use of EMAC will play a part in the process.

6.5 FEMA and Other Federal Agencies

FEMA is actively engaging state and local authorities to participate in catastrophic planning and preparedness. There is, however, no specific policy document on the use of California fairgrounds. Although federal planners recognize the resource, most documents are focused on instilling the NIMS and NRF structures, while leaving the specific resource allocation designation to those serving in the Logistics Section of the various coordinating centers. California fairground management has not been directly engaged in the planning processes for the catastrophic earthquake planning or the large earthquake exercises in California. An active effort between F&E, FEMA Region IX and California state-level organizations can ensure future improved collaboration and understanding of what fairgrounds can offer to the catastrophic response and the recovery of devastated communities.

7. Recommendations

Based on the discussions in this report, F&E recommends the following actions to improve state-level agency request and use of fairground resources during catastrophes:

- Develop an ongoing process that captures critical emergency operational data about all of the California fairgrounds. This data, including Global Positioning System (GPS) coding and Geographic Information System (GIS)-integrated maps, should be available through online systems like the Response Information Management System (RIMS) and other relational databases at State operated emergency coordination centers. FEMA Region IX should have ready access to this information.
- Present seminars at regional meetings of state-level emergency management organizations on the practical use of fairgrounds during disasters, including catastrophes
- Support the typing of fairground resources so they fit into the California mutual aid system
- Write and approve a simple guide for the use of fairgrounds in disasters and catastrophes for all levels of government and for non-profit organizations involved in disaster response in California
- Include California fairgrounds in more of the local, regional and statewide exercises with scenarios involving requests and use of fairgrounds resources
- Resolve the fairground manager positions on cohabitation of people with their pets during sheltering with American Red Cross leadership who support collocation
- Collaborate with Cal EMA and Department of Social Services to request FEMA to reconsider family horses as pets, not livestock.

- Develop an ongoing process of building and maintaining relationships between local emergency management organizations and fairgrounds, especially in regard to how fairground resources are requested through the SEMS/NIMS/ICS structure.
- Develop a policy guide for state agencies and fairgrounds regarding the integration of MOUs and other agreements that commit fairgrounds to specific support. This would ensure there is no conflict in the continuance of the use of agreements, when effective, so that existing agreements and the Mutual Aid System are compatible.
- Develop a mutual aid system for fairgrounds, based on current collaborative and supportive relationships, that ensures that fairgrounds, especially on a regional basis, will formally share resources during catastrophes. This should be enhanced with “sister fair” designations and support for planning and implementation from Cal EMA.
- Write and approve a financial recovery guide specifically for fairgrounds when they support disaster or catastrophic responses, and/or when disasters and catastrophes also impact fairgrounds.
- Build an improved understanding and engagement between the California network of fairgrounds’ interests and FEMA so that fairgrounds are included in catastrophic planning and in major catastrophic exercises.

8. Attachments

1. **Map of California Fairgrounds**
2. **Table of Fairground Information**
3. **All-Hazard Taxonomy of National Preparedness Tasks**
4. **Comparing Statewide Organization’s Request Paths For Fairgrounds**
5. **Table of Compatible and Incompatible Fairground Uses**
6. **Suggested Triggers For Requesting Fairground Use In Disasters Or Catastrophes**
7. **Table Of Resources That Fairgrounds Could Be Asked To Support In Catastrophes**
8. **Table Of Future Fairground Management Resource Requests During Catastrophes**
9. **Survey Of Use Of Fairgrounds For Catastrophic Events**
10. **References**

ATTACHMENT 1

MAP OF CALIFORNIA FAIRGROUNDS



ATTACHMENT 2

TABLE OF FAIRGROUND INFORMATION

Fair Name and Location	Property Ownership	Incorporated in City	Unincorporated in County	Vesting Title	Site Area (Acres)	Ownership
1-A DAA, Cow Palace, Daly City	1-A DAA	City of Daly City		The State of California, acting by and through the 1-A District Agricultural Association	71	DAA
2nd DAA, San Joaquin County Fair, Stockton	2nd DAA		Unincorporated San Joaquin County	2nd District Agricultural Association, a State Institution	252	DAA
3rd DAA, Silver Dollar Fair, Chico	3rd DAA			3rd District Agricultural Association	52	DAA
4th DAA, Sonoma-Marin Fair, Petaluma	Lease from City of Petaluma	City of Petaluma		City of Petaluma a municipal corporation	63	City
7th DAA, Monterey County Fair, Monterey	7th DAA			The 7th District Agricultural Association, an institution of the Sate of California, its successors or assigns	22	DAA
9th DAA, Redwood Acres Fair, Eureka	9th DAA		Unincorporated Humboldt County	State of California	50	DAA
10th DAA, Siskiyou Golden Fair, Yreka	Lease from Siskiyou County	80% of site City of Yreka annexed 1969: zoned RSC - recreation, schools, conservation open space	20% Unincorporated Siskiyou County	County of Siskiyou, a Political Subdivision o f the State of California	60	DAA
10-A DAA, Tulelake-Butte Valley Fair, Tulelake	10-A DAA		Unincorporated Siskiyou County	State of California	100	County
12th DAA, Redwood Empire Fair, Ukiah	12th DAA	Part in the city of Ukiah	Part is in unincorporated Mendocino County	The 12th District Agricultural Association, an institution of the State of California	52	DAA
13th DAA, Yuba-Sutter Fair, Yuba City	13th DAA	City of Yuba City		13th District Agricultural Association, a political subdivision of the State of California	42	DAA

TABLE OF FAIRGROUND INFORMATION

Fair Name and Location	Property Ownership	Incorporated in City	Unincorporated in County	Vesting Title	Site Area (Acres)	Ownership
14th DAA, Santa Cruz County Fair, Watsonville	14th DAA		Unincorporated Santa Cruz County	14th District Agricultural Association, an institution of the State of California	105	DAA
15th DAA Kern County Fair, Bakersfield (Leased)	Lease from Kern County		Unincorporated Kern County	County of Kern, a political subdivision of the State of California	168	County
16th DAA, Mid-State Fair, Paso Robles	16th DAA	City of El Paso de Robles		State of California as to Lots 3, 5,6,7,8 and 10 in Block 1; and 16th District Agricultural Association , as to the remainder	42	DAA
17th DAA, Nevada County Fair, Grass Valley	17th DAA			No information available	100	DAA
18th DAA, Eastern Sierra Tri-County Fair, Bishop	Lease from Los Angeles Water and Power	City of Bishop		The City of Los Angeles, a Municipal Corporation	65	LADWP
19th DAA, Earl Warren Show grounds, Santa Barbara	19th DAA		Unincorporated Santa Barbara County	State of California, acting by and through the manager of the 19th District Agricultural Association, with the approval of the California Department of Food and Agriculture, who acquired title as 19th District Agricultural Association	34	DAA
20th DAA, Gold Country Fair, Auburn	20th DAA	City of Auburn		20 th District Agricultural Association, and Institution of the State of California	38	DAA
21st DAA, Big Fresno Fair, Fresno	Lease from Fresno County		Unincorporated Fresno County	The County of Fresno, a public corporation.	82	DAA
21-A DAA, Madera District Fair, Madera	21-A DAA		Unincorporated Madera County	21-A District Agricultural Association, an Institution of the State of California, as to Parcels 1 and 3; and 21-A District Agricultural Association, as to Parcel 2	165	County
22nd DAA San Diego County Fair, Del Mar	22nd DAA		Unincorporated San Diego County	22nd District Agricultural Association of the State of California	364	DAA
23rd DAA, Contra Costa County Fair, Antioch	23rd DAA		Unincorporated Contra Costa County	23rd District Agricultural Association, an institution of the state of California, as to parcels one and two, the State of California, as to parcel three.	80	DAA

TABLE OF FAIRGROUND INFORMATION

Fair Name and Location	Property Ownership	Incorporated in City	Unincorporated in County	Vesting Title	Site Area (Acres)	Ownership
24th DAA, Tulare County Fair, Tulare	24th DAA	City of Tulare		24th District Agricultural Association, A State Institution	80	DAA
24-A, Kings Fair, Hanford	24-A DAA		Unincorporated Kings County	The 24-A District Agricultural Association, an Institution of the State of California	52	DAA
25th DAA, Napa Valley Expo, Napa	25th DAA	City of Napa		The 25th District Agricultural Association, A State Institution of the State of California	34	DAA
26th DAA, Amador County Fair, Plymouth	26th DAA			No information available	33	DAA
27th DAA, Shasta District Fair, Anderson	27th DAA	Town of Anderson		State of California as to Lots 44 and 98; and 27th District Agricultural Association, a State Institution, as to the remainder	45	DAA
28th DAA, San Bernardino County Fair, Victorville	28th DAA	City of Victorville		28th District Agricultural Association, an agricultural Association	86	DAA
29th DAA, Mother Lode Fair, Sonora	29th DAA	City of Sonora		29th District Agricultural Association, an Institution of the State of California	25	DAA
30th DAA, Tehama District Fair, Red Bluff	Lease from Tehama County			30th District Agricultural Association	110	County
31st DAA, Seaside Park, Ventura	31st DAA	City of San Buenaventura		31st District Agricultural Association	62	DAA
32nd DAA, Orange County Fair, Costa Mesa	32nd DAA	City of Costa Mesa		32nd District Agricultural Association, State of California, a political subdivision of the State of California	150	DAA
33rd DAA, San Benito County Fair, Tres Pinos	33rd DAA		Unincorporated San Benito County	33d District Agricultural Association, an institution of the State of California	126	DAA
34th DAA, Modoc District Fair, Cedarville	Lease from Modoc County	Town of Cedarville		34th Agricultural Association, an Institution of the State of California	68	County
35th DAA, Merced County Fair, Merced	35th DAA		Unincorporated Merced County	35th District Agricultural Association	36	DAA

TABLE OF FAIRGROUND INFORMATION

Fair Name and Location	Property Ownership	Incorporated in City	Unincorporated in County	Vesting Title	Site Area (Acres)	Ownership
35-A DAA, Mariposa County Fair, Mariposa	35-A DAA		Unincorporated Mariposa County	35-A District Agricultural Association, an Institution of the State of California	85	DAA
36th DAA, Dixon May Fair, Dixon	36th DAA		Unincorporated Solano County	365th District Agricultural Association	37	DAA
37th DAA, Santa Maria Fairpark, Santa Maria	37th DAA			State of California	33	DAA
38th DAA, Stanislaus County Fair, Turlock	38th DAA		Unincorporated Stanislaus County	38th District Agricultural Association, an institution of the State of California, also known as 38th District Agricultural Association of County of Stanislaus, State of California	72	DAA
39th DAA, Calaveras County Fair, Angels Camp	39th DAA		Unincorporated Calaveras County	39th District Agricultural Association, an institution of the State of California, as t a portion of Parcel One; The State of California, as t a portion of Parcel One; and State of California as to Parcel Two.	80	DAA
40th DAA, Yolo County Fair, Woodland	40th DAA		Unincorporated Yolo County	40th District Agricultural Association, a State institution	55	DAA
41st DAA, Del Norte County Fair, Crescent City	41st DAA	Crescent City Rezoned C-2 in 1994		41st District Agricultural Association, a California Institution	85	DAA
42nd DAA, Glenn County Fair, Orland	42nd DAA		Unincorporated Glenn County	42nd District Agricultural Association, a State Institution	45	DAA
44th DAA, Colusa County Fair, Colusa	44th DAA		Unincorporated Colusa County	44th District Agricultural Association	55	DAA
45th DAA, Imperial Valley Expo, Imperial	Lease from Imperial County		Unincorporated Imperial County	City of Imperial, County of Imperial, a political subdivision of the State of California, and State of California,, as their interest appears of record	100	County
46th DAA, Southern California Fair, Perris	46th DAA		Unincorporated Riverside County	State of California	108	DAA

TABLE OF FAIRGROUND INFORMATION

Fair Name and Location	Property Ownership	Incorporated in City	Unincorporated in County	Vesting Title	Site Area (Acres)	Ownership
48th DAA, Schools Involvement Fair, Walnut	Lease from Mt. Sac College			No information available	0	Rents
49th DAA, Lake County Fair, Lakeport	49th DAA		Unincorporated Lake County	49th District Agricultural Association, a political subdivision of the State of California, as to parcels One, Three, Four, Five, Six, Seven and Eight; 49th District Agricultural Association, One of the political subdivisions of the State of California, as to parcels Two, Nine and Ten.	25	DAA
50th DAA, Antelope Valley Fair, Lancaster	50th DAA	City of Lancaster		The city purchased a new site for the fair and the fair relocated in 2003.	135	DAA
51st DAA, San Fernando Valley Fair, Van Nuys	Rents facility for annual fair			No permanent site at this time	0	Rents
52nd DAA, Sacramento County Fair, Sacramento	Rents Cal Expo for annual fair			Fair event held at Cal Expo site	0	Rents
53rd DAA, Desert Empire Fair, Ridgecrest	53rd DAA	City of Ridgecrest		The State of California.	32.5	DAA
54th DAA, Colorado River Fair, Blythe	54th DAA		Unincorporated Riverside County	State of California	30	DAA
Alameda County Fair, Pleasanton	Alameda County				267	County
Butte County Fair, Gridley	Butte County				38	County
Chowchilla-Madera County Fair, Chowchilla	Madera County				83	County
Cloverdale Citrus Fair, Cloverdale	Cloverdale Citrus Fair 501(c)(3) non-profit corporation				6.75	Non-Profit
El Dorado County Fair, Placerville	El Dorado County				54	County

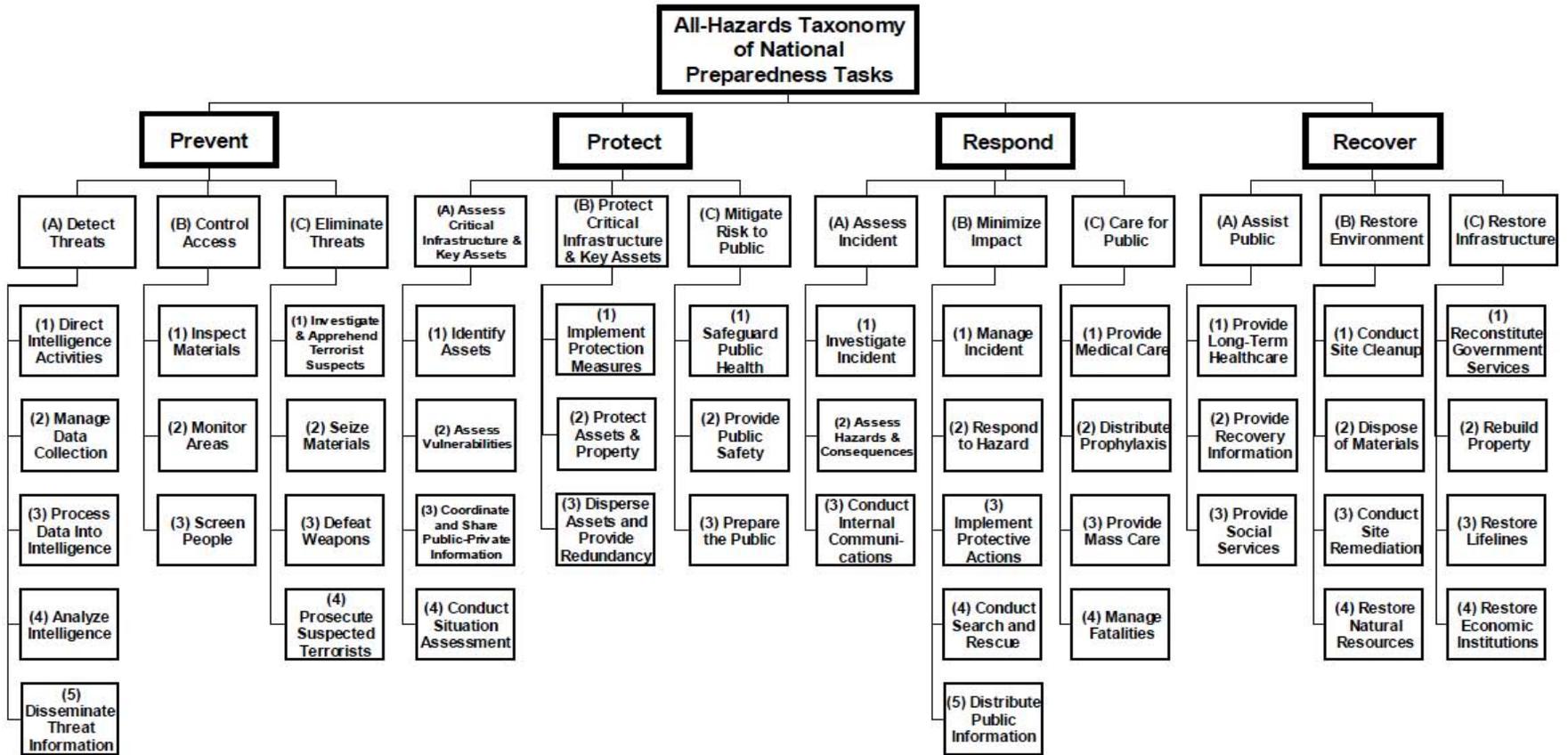
TABLE OF FAIRGROUND INFORMATION

Fair Name and Location	Property Ownership	Incorporated in City	Unincorporated in County	Vesting Title	Site Area (Acres)	Ownership
Humboldt County Fair, Ferndale	Humboldt County				65	County
Inter-Mountain Fair of Shasta County, McArthur	Shasta County				115	County
Lassen County Fair, Susanville	Lassen County				45	County
Lodi Grape Festival, Lodi	San Joaquin County				20	County
Los Angeles County Fair, Pomona	Los Angeles County				543	County
Marin County Fair, San Rafael	Marin County				80	County
Mendocino County Fair, Boonville	Mendocino County				35	County
Merced County Spring Fair, Los Banos	Merced County				50	County
Napa County Fair, Calistoga	Napa County				34	County
National Orange Show, San Bernardino	National Orange Show 501(c)(5) non-profit corporation				128	Non-Profit
Plumas-Sierra County Fair, Quincy	Plumas County				61	County
Riverside County Fair, Indio	Riverside County				110	County
Salinas Valley Fair, King City	Monterey County				25	County
San Mateo County Count Fair, San Mateo	San Mateo County				47	County

TABLE OF FAIRGROUND INFORMATION

Fair Name and Location	Property Ownership	Incorporated in City	Unincorporated in County	Vesting Title	Site Area (Acres)	Ownership
Santa Clara County Fair, San Jose	Santa Clara County				158	County
Solano County Fair, Vallejo	Solano County				157	County
Sonoma County Fair, Santa Rosa	Sonoma County				182	County
Trinity County Fair, Hayfork	Trinity County				154	County
Cal Expo, Sacramento	State of California	City of Sacramento		State of California, by final order and decree of condemnation entered in the superior court of the State of California in and for the county of Sacramento on February 1, 1950, in action 82421, entitled the Sate Public Works board, a certified copy of which was recorded February 2, 1950, in Book 1769 of Official Records, Page 470.	356	State

ATTACHMENT 3



Source: Universal Task List, Version 2.1, U.S. Department of Homeland Security

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

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	POD	Cooling/ Heating	Repair/riation	Alternate EOC	Alternate REOC	JIC	JOC	Mob Center	ICP	Staging	Base Camp	Helispot	Mortuary	Detainees	Damaged Fairgrounds	Normal Operations	ORGANIZATION	
ARC	Blue	Red	Blue	Red	Gray	Blue	Gray	Gray	Gray	Gray	Gray	Red	Red	Red	Red	Red	Red	Red	Red	Red	Blue	ARC
CalEMA HQ*	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	CalEMA HQ*
CalEMA Region	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Red	Red	Blue	Blue	Red	Blue	Blue	Blue	CalEMA Region
CAL FIRE**	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Blue	Blue	Blue	Blue	Blue	Red	Blue	Blue	Blue	Red	CAL FIRE**
CalTrans	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Red	Cal Trans
CDFA	Gray	Gray	Gray	Gray	Gray	Gray	Gray	Gray	Gray	Gray	Gray	Gray	Gray	Gray	Gray	Gray	Gray	Gray	Gray	Gray	Gray	CDFA
CDPH***	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Red	CDPH***
CDSS****	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Red	CDSS****
CHP	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	CHP
CNG	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	CNG
CUEA	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	CUEA
DWR*****	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Red	DWR*****
EMSA*****	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Red	EMSA*****

*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 colocate 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 6 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 <p>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>

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 7

TABLE OF RESOURCES THAT FAIRGROUNDS COULD BE ASKED TO SUPPORT IN CATASTROPHES

ORGANIZATION	Care and Shelter	Pet and Livestock	Medically Fragile	Mass Casualty	POD	Cooling/ Heating	Repetition	Alternate EOC	Alternate REOC	JIC	JOC	Mob Center	ICP	Staging	Base Camp	Bellspot	Utilities	Detainees
ARC	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Cal EMA HQ	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Cal EMA Region	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
CAL FIRE					X	X		X				X	X	X	X			
Cal Trans	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
CDFA		X			X					X	X	X	X	X	X	X	X	
CDPH												X		X				
CDSS	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
CHP	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
CNG	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
CUEA																	X	
DWR												X	X	X				
EMSA	X			X			X							X		X		

ATTACHMENT 8

TABLE OF FUTURE FAIRGROUND MANAGEMENT RESOURCE REQUESTS DURING CATASTROPHES

ORGANIZATION	Fair Staff	Open Storage Space	Off-Grid Utilities	Covered Space	Conferencing	Communications	Cache Storage	Food Services	Animal Storage	Cots	First Aid Supplies	Refrigeration	Helipad	Heavy Equipment	Buses	Shower/Restrooms	Vendor Support	PA Systems
ARC	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Cal EMA HQ	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Cal EMA Region	X	X		X	X		X		X				X			X		
CAL FIRE	X	X	X	X	X	X	X		X		X			X		X	X	X
Cal Trans		X			X	X	X	X						X				
CDFA																		
CDPH	X	X	X	X		X	X	X			X	X	X	X	X	X	X	
CDSS	X	X	X	X			X	X	X			X	X	X	X	X	X	X
CHP		X	X	X	X	X		X					X		X	X		
CNG		X	X	X	X							X	X			X		X
CUEA*																		
DWR		X	X	X	X	X		X					X			X		X
EMSA	X	X	X		X													



ATTACHMENT 9

SURVEY OF USE OF FAIRGROUNDS FOR CATASTROPHIC EVENTS

1. Please put an X in front of the item in the list that your organization believes is an activity which fairgrounds could be asked to support with resources or as a site during a catastrophic event:

No activity listed below

All of the listed activities

Additional activities (Please List): _____

- | | |
|--|---|
| Evacuation Mass Care and Shelter | Joint Information Center (Fed) |
| Animal Care and Shelter | Joint Operations Center (Fed) |
| Medically Fragile Shelter | Mobilization Center |
| Mass Casualty Care (Field Hospital) | Incident Command Post |
| Points of Distribution (POD) (products/vaccines) | Staging Area |
| Cooling and Heating Centers | Base Camp |
| Repatriation Center | Helicopter Lily Pad Operations (air bridge) |
| Local Alternate EOC | Utility Resources/Communications/Fuel Depot |
| Regional Alternate EOC | Holding Facility (diseased/criminals/etc.) |

2. Please place a number in front of the following activities to reflect your organization’s view of which 5 activities should be supported first, in order of preference, by fairgrounds during a catastrophic event:

- 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.)

Additional activities (Please List): _____



3. Please put a number in front of the following organizations to show the order you believe is appropriate for requesting fairground resources.

Local government Emergency Services direct request to a fairground manager 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 fairground 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

Other (Please explain)_____.

4. Please put an X in front of the resources your organizations might request from a fairground to support catastrophic response:

None of the resources listed below

All of the listed resources

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

Personnel to support administrative or other fairground resource operations

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

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

Covered space with utilities

Office spaces

Conferencing facilities

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

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

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)



5. Has your organization integrated the use of fairgrounds into its catastrophic planning documents and protocols? Please put an X by yes or no. YES NO
If yes, which documents and protocols are in place (by specific title/reference)?

6. Does your organization have any direct agreements with any fairgrounds for their use during disasters or catastrophes? Please put an X by yes or no. YES NO
If yes, please name the specific agreements in place (by specific title/reference).

7. Does your organization need exclusive use of a fairground facility to carry out your primary mission task?

8. Please identify activities that might occur at a fairgrounds during support of disaster or catastrophe that is considered incompatible with your organizations' mission. This would include normal fairground operations, such as sporting events, entertainment or other public venues.

9. Please identify other response activities at a fairground that would not interfere with your mission. For instance, the use of a POD to distribute food and water might not interfere with a general evacuation care and shelter operation.

10. Has your organization engaged any of the California fairgrounds in a disaster exercise in the last 5 years (2005-2010)? Please put an X by yes or no. YES NO
If yes, please name the specific exercises including the support from a fair.

EXERCISE NAME/DATE	FAIRGROUND PARTICIPATING	TYPE OF EXERCISE

11. Has your organization requested support from any of the California fairgrounds in 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 by your organization and provided (by name of specific fair).

EVENT	FAIRGROUND RESPONDING	RESOURCES USED

12. If you answered yes to 11, who initially requested the support? Please put an X by the originating requesting organization for each support event involving a California fair:

Event:

Local government Non-profit REOC SOC State agency Federal agency



13. Has your organization ever requested California fairgrounds to support response as a form of California mutual aid or as part of the EMAC for interstate mutual aid?

Please put an X by yes or no. YES NO

If yes, what resources were requested as mutual aid and by what mechanism?

EVENT	CALIFORNIA MUTUAL AID or EMAC?	RESOURCES REQUESTED

14. Has your organization assisted any California fairground to recover funds 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.

California Disaster Assistance Act

Stafford Act (FEMA)

USDA

FMAG

SBA

Other _____

ATTACHMENT 10

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
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