

CALIFORNIA FAIRGROUNDS AND CATASTROPHIC RESPONSE: Past Use, Present Practices, Future Plans

REPORT 1:
California Fairgrounds'
Support of Disasters
and Catastrophes

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

REPORT 3:
California Fairgrounds'
Concept of Operations
in Support of Disasters
and Catastrophes



April 2011



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The contents of this document are comprised of three separate and distinctive reports that are intended to provide insight into the coordinated use of California fairgrounds during a catastrophic event. With a rich history of support of firefighters and animal and human evacuation on a localized or regional level, the fairgrounds of California are well versed in assisting response agencies and providing the resources required to meet these challenges. The genesis of these reports stem from the 2008 California wildfires during which the Camp Fire prompted advance planning for the potential evacuation of up to 36,000 residents in Butte County. With many of the regional fairgrounds already supporting the fire suppression efforts and others otherwise unavailable for evacuation purposes, once the sheltering needs of the affected residents was defined, the needs would overwhelm the available fairground resources. This event prompted the California Department of Food and Agriculture's Division of Fairs and Expositions to apply for an Office of Homeland Security grant to be prepared for the next catastrophic event to affect California, whether it is an earthquake, flood, pandemic, or another devastating fire.

This document is broken down into three major components. The first report explores the many uses that fairgrounds provide to various response and support agencies, such as staging areas or care and shelter facilities, and the diverse attributes of the fairgrounds themselves. The second report focuses on the resources that the fairgrounds may provide and the best practices that have been developed by select fairgrounds within the network of fairs. The third and final report provides a concept of operation and general standards for fairground utilization during a catastrophic event.

While the combined information available in these three reports provides a strong baseline to ensure that the recommendations provided meet established planning standards, two major caveats must be acknowledged. The first is the fact that only seven fairs were surveyed to obtain much of the information contained in these reports. As fairgrounds are as diverse in their resource availability and practical experience in emergency response support as they are in their geographic diversity and community makeup, these reports do not represent an assessment that attempts to detail the overall resources and practices that the entire network of fairs actually possesses. The second caveat is that little input was obtained from the Federal entities that would surely be involved in a catastrophic event. While this may be viewed to be a major shortcoming, this issue is not as detrimental as it may first appear due to the Standardized Emergency Management System employed in California. As first local, then regional, and finally State resources would need to be exceeded before a Federal response is warranted, the cumulative response efforts of all of the subordinate jurisdictions would already be in place when Federal resource would enter into the equation.

The Division of Fairs and Expositions thanks all of those involved in the preparation of this document and without the input from fairgrounds' staff, emergency and support agency staff, and all the other contributors, this project could not have been so robustly accomplished. We would also like to acknowledge the efforts of the Rick Tobin of TAO Emergency Management Consulting, who exceeded the project expectations and worked tirelessly to ensure that these reports provided the breadth and depth necessary to convey the information and concepts as comprehensively as possible.

Rebecca Desmond, Acting Director
CDFA Division of Fairs and Expositions



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



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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.

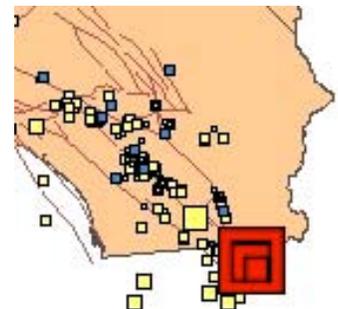


At about 7:00 p.m. the first day, October 21, the San Diego County Fairgrounds was asked to support the staging of an initial cadre of 100 National Guard troops, with 1,100 more expected within 24 hours. That night the San Diego County Fairgrounds reported over 2,000 horses had been brought to the fairgrounds. 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>

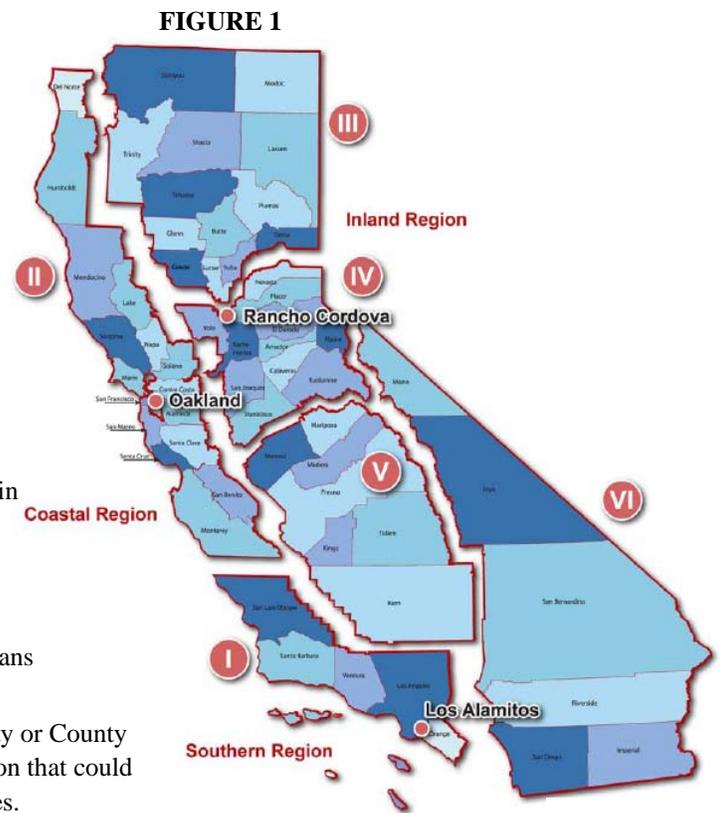
This document gives a broad brush summary of the all-hazards environment throughout the State. Additional discussion about California hazards are found in the California State Emergency Plan.

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.



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:

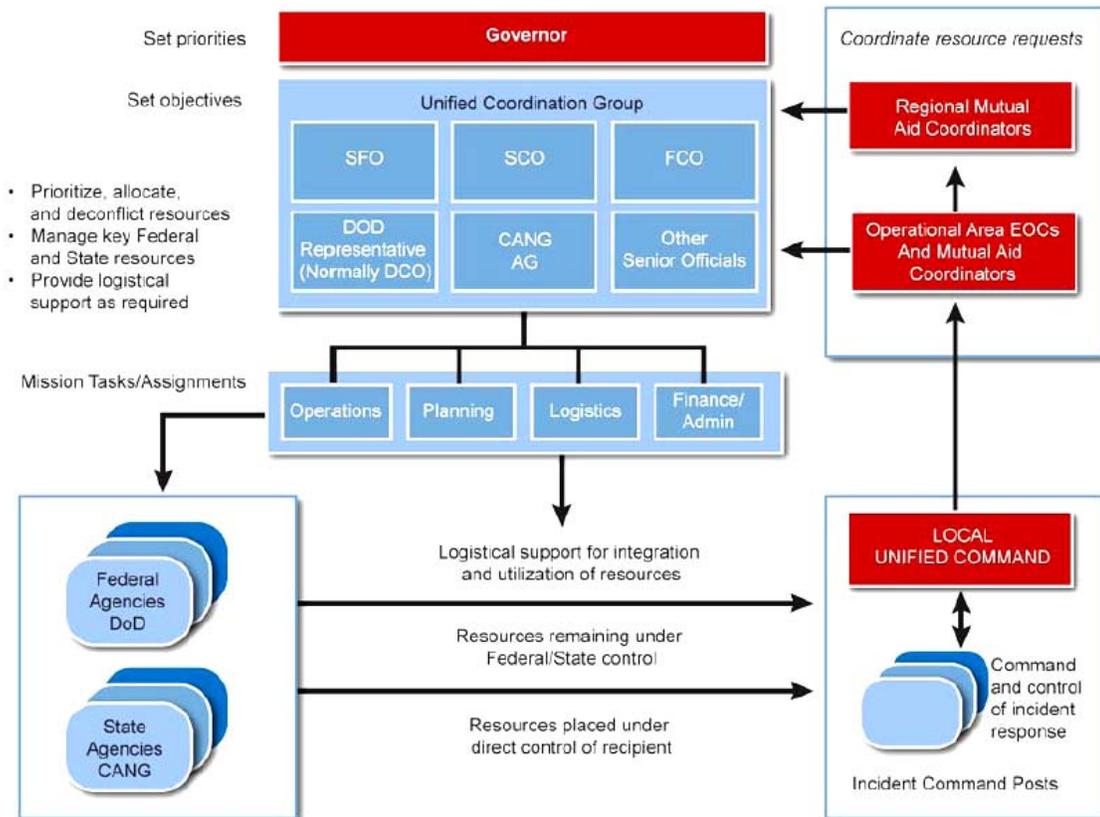
In accordance with SEMS, the State of California provides for the orderly submittal of resource requests from the Emergency Operations Centers (EOCs) of county Operational Areas to one of three REOCs and potentially to the State Operation Center (SOC)..., or through discipline-specific mutual aid system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

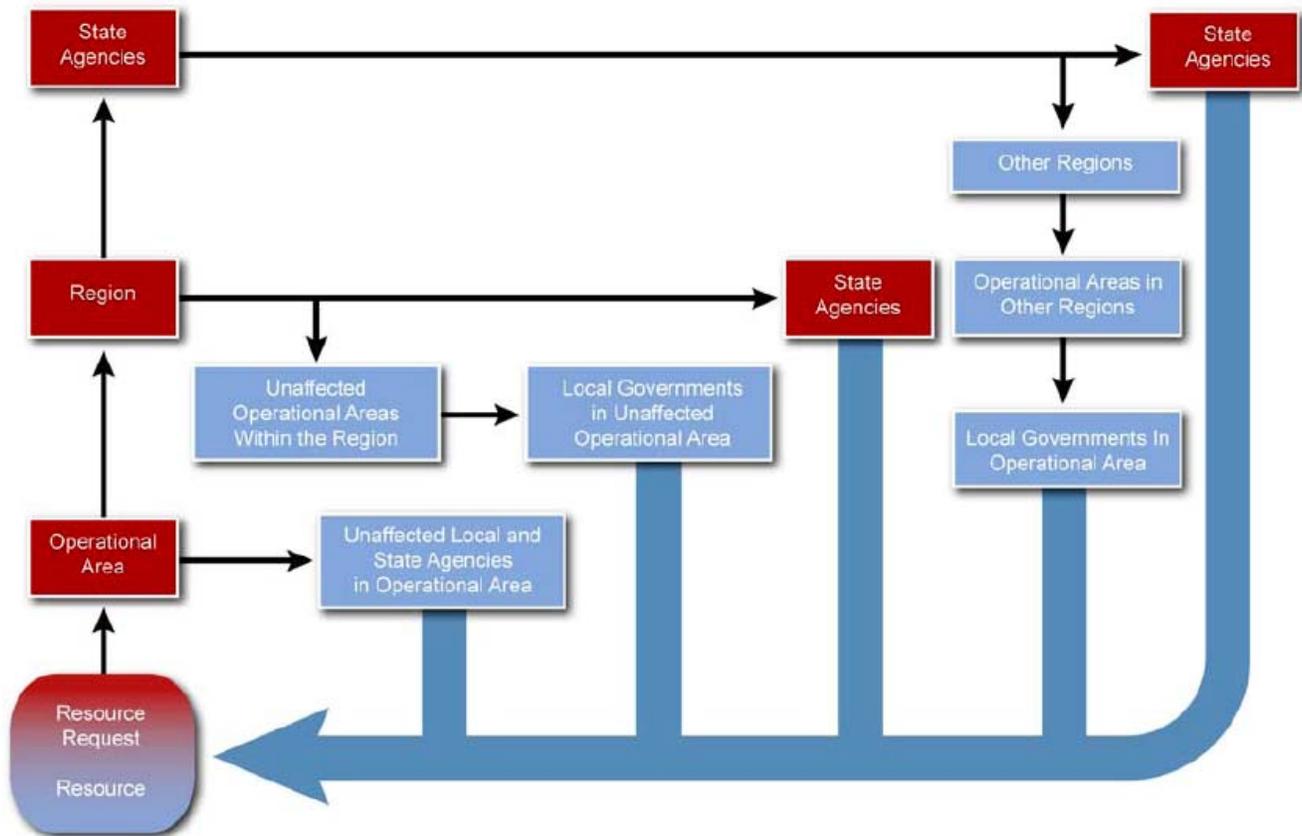
California has also been developing its master listing of resources by type throughout state and local government through the Cal EMA “Metrics” project. This is going on a parallel course with master resource typing being developed in collaboration with a Department of Defense project in California to 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]...

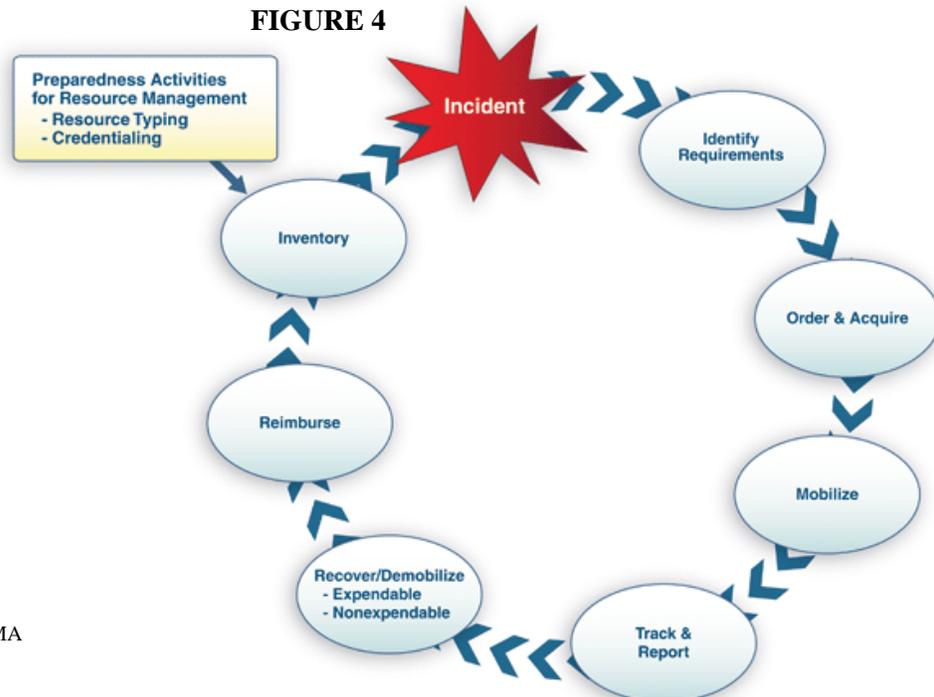
...The Universal Task List (UTL) defines what tasks need to be performed by Federal, State, local, and tribal jurisdictions and the private sector to prevent, protect against, respond to, and recover from events defined in the National Planning Scenarios...

...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."

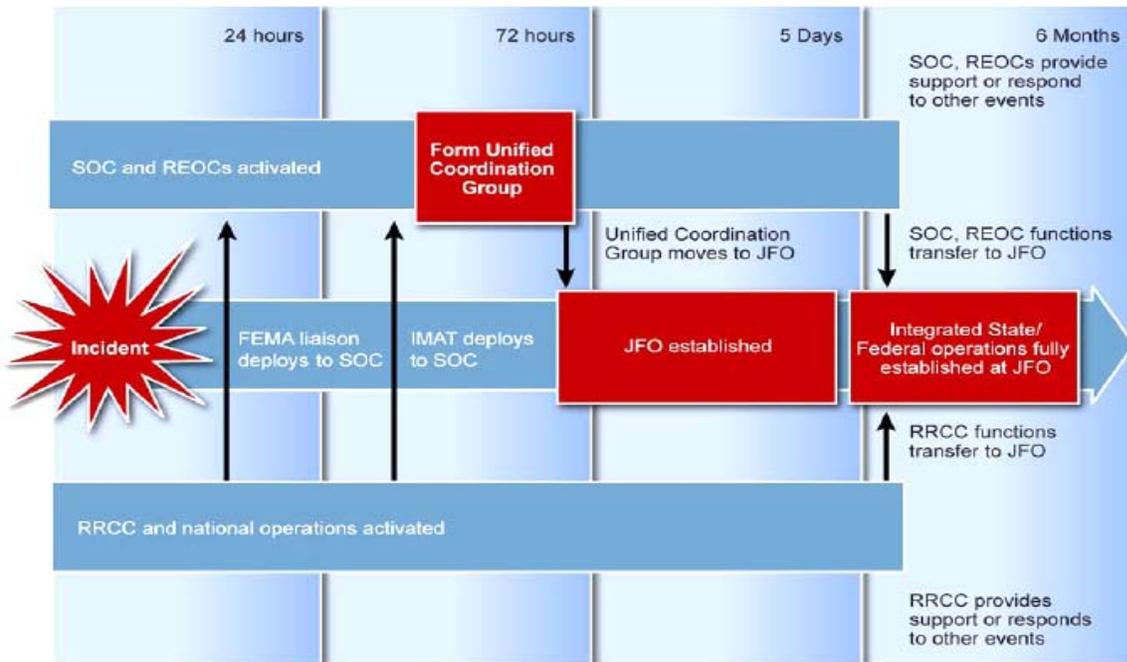
4.9 Considerations for Event Escalation from Disasters to Catastrophes

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 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-Marín 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 State 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 of 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

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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

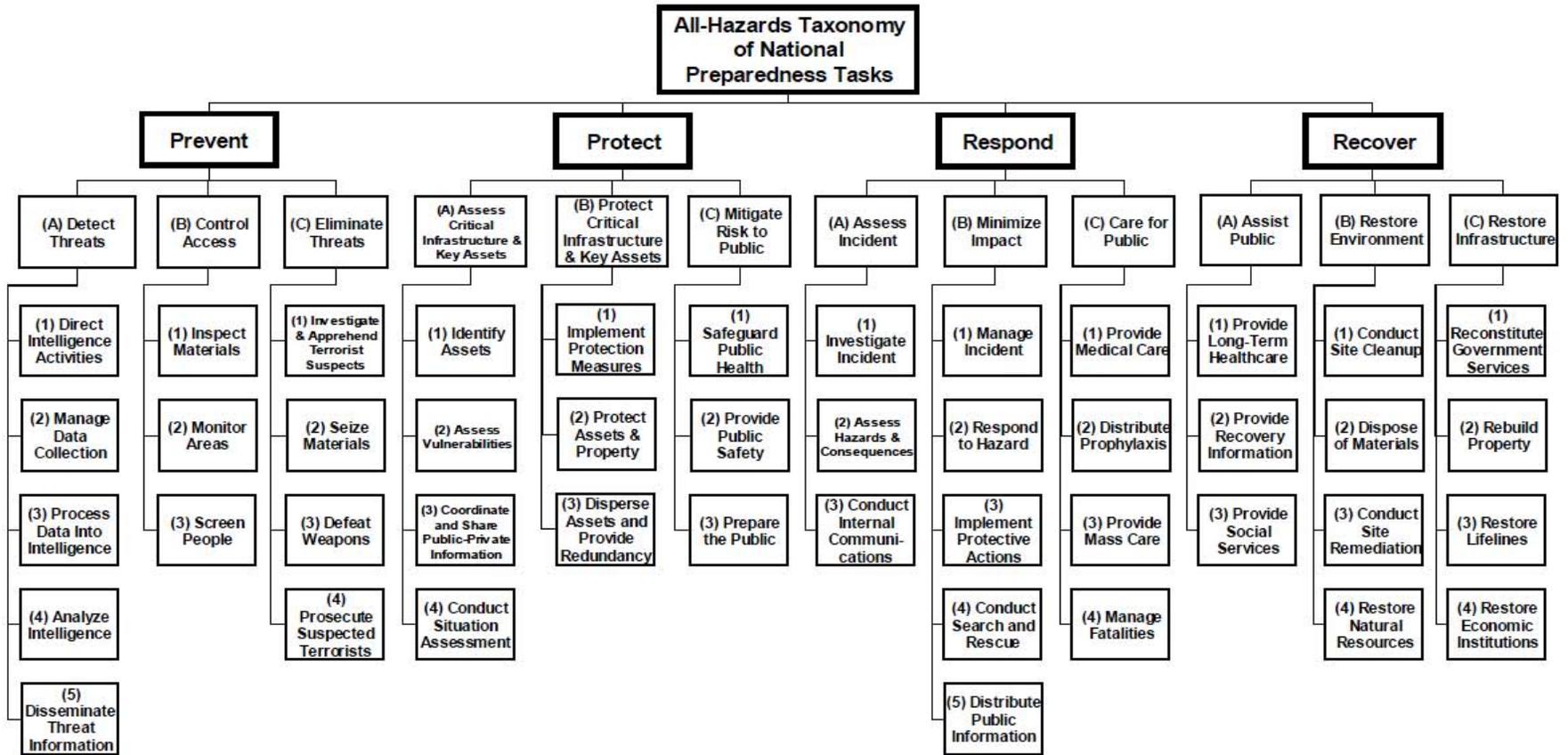
TABLE OF FAIRGROUND INFORMATION

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	Repairation	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	ARC
CalEMA HQ*	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	CalEMA Region
CAL FIRE**	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red	Blue	Blue	Blue	Blue	Blue	Blue	Red	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	Red	Cal Trans
CDFA	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	CDPH***
CDSS****	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	CDSS****
CHP	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	CNG
CUEA	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	DWR*****
EMSA*****	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	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	Repatriation	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	Heliport	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	
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

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END OF REPORT

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



April 2011



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Fairground Contacts:

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

State Agencies:

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

Non-Government Agencies:

American Red Cross
California Utilities Emergency Association

Federal Agencies:

Federal Emergency Management Agency, Region IX

Other Fairground Related Organizations:

California Fair Services Authority
Western Fairs Association
California Construction Authority

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EXECUTIVE SUMMARY

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

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

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

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

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

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

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

ACRONYMS

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

(Continued)

ACRONYMS (continued)

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

1. Introduction

1.1 Project Origins

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

1.2 Project Purpose

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

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

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

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

1.3 Project Methodology

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

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

1.4 Project Scope

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

1.5 Critical Definitions

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

Catastrophe

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

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

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

Disaster

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

Emergency

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

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

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

Fairground

Open land and buildings where fairs or exhibitions are held.

Fairground Management

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

2. Background

2.1 Past Roles of Fairgrounds in California Disasters

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

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

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

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

California Fairs Emergency Response Support from 2005 to 2009

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

2.2 Recent Activations and Use of Fairground Resources

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

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

2.2.1 2007 Wildfires in Southern California

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

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

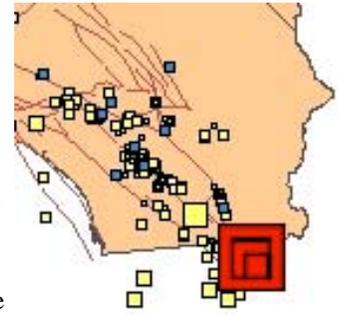


At about 7:00 p.m. October 21, the first day of the fires, the San Diego County Fairgrounds was asked to support the staging of an initial cadre of 100 National Guard troops, with 1,100 more expected within 24 hours. That night the San Diego County Fairgrounds reported over 2,000 horses had been brought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

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

2.2.2 2010 Calexico Earthquake

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



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

2.3 Cal EMA Role in Organizing Resources for Fairgrounds

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

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

2.4 Understanding Emergencies, Disaster and Catastrophes

2.4.1 Definitions

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

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

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

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

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

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

2.4.2 Escalation of Events and Ramping Up Operations

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

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

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

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

2.4.3 Activation Triggers for Fair Support

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

2.4.4 Protocols for Primary and Mixed Use of Fairgrounds

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

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

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

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

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

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

3. Existing Fairground Best Practices

3.1 Fairgrounds Selected for Evaluating Best Practices

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

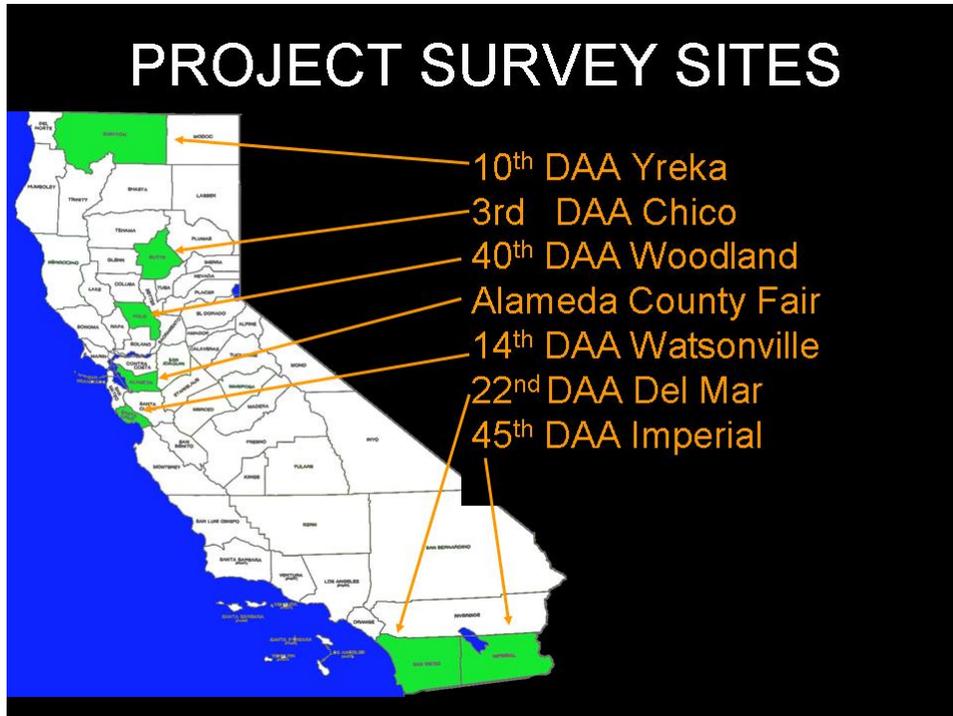
- 10th DAA, Siskiyou Golden Fair
- 3rd DAA, Silver Dollar Fair
- 40th DAA, Yolo County Fair
- Alameda County Fair
- 14th DAA, Santa Cruz County Fair
- 22nd DAA, San Diego County Fair
- 45th DAA, Imperial Valley Expo

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

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

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

FIGURE 1
PROJECT SURVEY SITES



3.2 Fairground Tours and Interviews

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

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

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

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

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

3.3 Fairground Best Practices

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

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

3.4 Fairground Manager Concerns

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

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

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

3.5 Fairground Manager Recommendations

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

3.6 Focus Areas for Future Catastrophic Planning

3.6.1 Response Functions Fairs Can Now Support

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

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

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

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

3.6.2 Response Resources Fairs Can Now Provide

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

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

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

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

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

3.6.3 Future Issues to Address

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

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

4. Resource Use for Disasters and Catastrophes

4.1 Laws, Regulations and Guidance

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

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

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

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

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

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

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

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

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

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

4.2 Local, Regional, State and Federal Planning

4.2.1 Local Government Plans for Disasters and Catastrophes

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

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

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

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

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

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

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

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

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

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

California Catastrophic Incident Base Plan Concept of Operations (CONOPS)

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

4.2.2 Cal EMA Resources Project

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

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

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

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

4.2.3 DOD Resources Project

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

4.2.4 FEMA Resource Typing

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

In this guide FEMA noted:

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

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

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

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

4.2.5 Coordination of Resources—Emergency Information Management Software

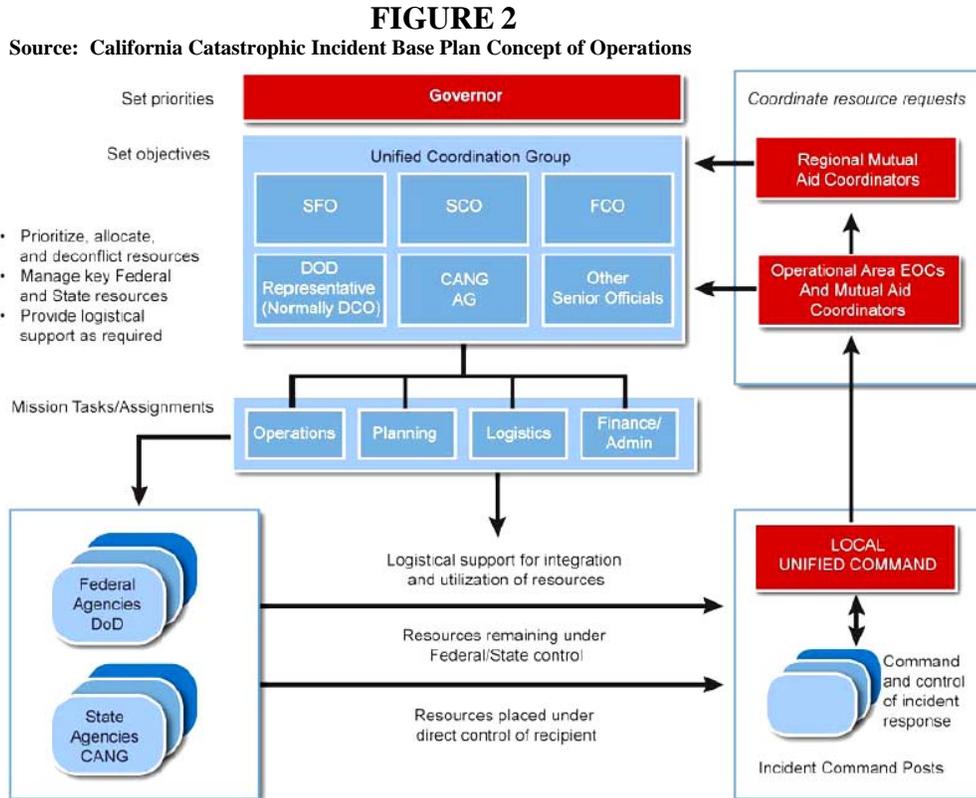
The process of coordinating resources can be daunting and complex, especially in catastrophic events. Fairgrounds may exist as a general resource listing in local and regional plans and as an “assumed availability” in state-level and federal plans. In any case, the processing of requests for use of fairgrounds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

4.3 Mutual Aid Systems and SEMS

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

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

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



4.4 EMAC

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

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

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

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

4.5 Fair Resource Sharing

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

- Portable staging
- Portable light sets
- Portable generator sets

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

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

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

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

5. Resource Management Processes and Tools

5.1 Plans, Policies, Procedures and Programs

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

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

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

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

5.2 Resource of Particular Interest

5.2.1 Portable Lighting

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

5.2.2 Animal Pens and Cages

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

5.2.3 Portable and Other Backup Power Supplies

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

5.2.4 Kitchens—Fixed and Portable

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

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

5.2.5 Restrooms Including ADA Considerations

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

5.2.6 Medical and First Aid Supplies, Including Caches

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

5.2.7 Heating and Cooling Capabilities for Human Sheltering

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

5.2.8 Miscellaneous Uses

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

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

5.2.8.1 Infrastructure and Staffing Requirements

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

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

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

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

5.3 Restraints in Selecting Ad Hoc Uses

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

6. Logistics of Resource Management

6.1 Identifying Actual Needs

Fairground managers should ask the following questions:

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

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

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

6.2.1 Existing Resources in Other Fairgrounds

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

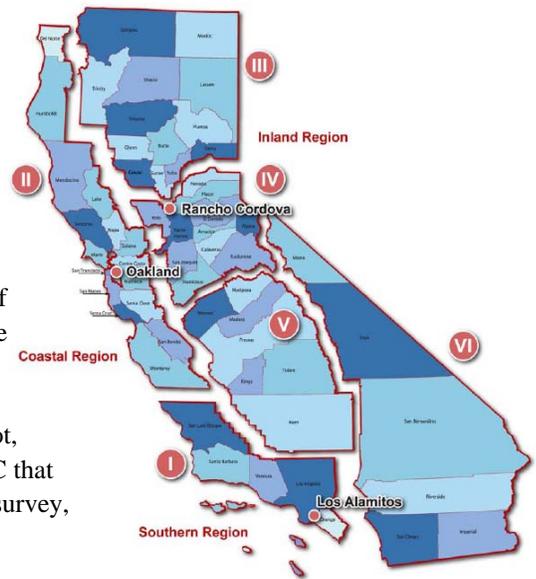
It would also be useful if fairground managers reported the lending of equipment to F&E. This is especially important whenever those resources were purchased through an F&E grant that had the specific purpose of making the items available between fairgrounds during disaster response.

6.2.2 Mutual Aid through the Operational Areas

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

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

FIGURE 4



6.2.3 Memorandums of Understanding with Agencies

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

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

6.2.4 Agreements with the American Red Cross

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

6.2.5 Agreements with Other Non-Profits

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

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

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

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

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

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

6.2.6 Understanding Emergencies, Disasters and Catastrophes

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

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

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

6.2.7 Range of Uses

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

6.3 Evaluating Conflicting Uses and Collaborative Uses

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

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

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

6.3.2 Operation Compatibilities and Incompatibilities

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

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

6.4 Receipt and Tracking of Requested Resources

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

6.5 Maintenance and Other Costs of Received or Used Resources

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

6.6 Return of Resources

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

6.7 When Cost Recovery Begins

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

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

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

6.7.1 Time Restrictions for Recovery Applications

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

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

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

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

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

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

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

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

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

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

6.7.2 DUNS Numbers

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

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

6.7.3 Force Account Records

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

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

6.7.4 Exclusions of Regular Services and Volunteer Labor

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

7. Recommendations

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

PREPAREDNESS

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

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

RESPONSE

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

RECOVERY

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

MITIGATION

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

8. Attachments

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

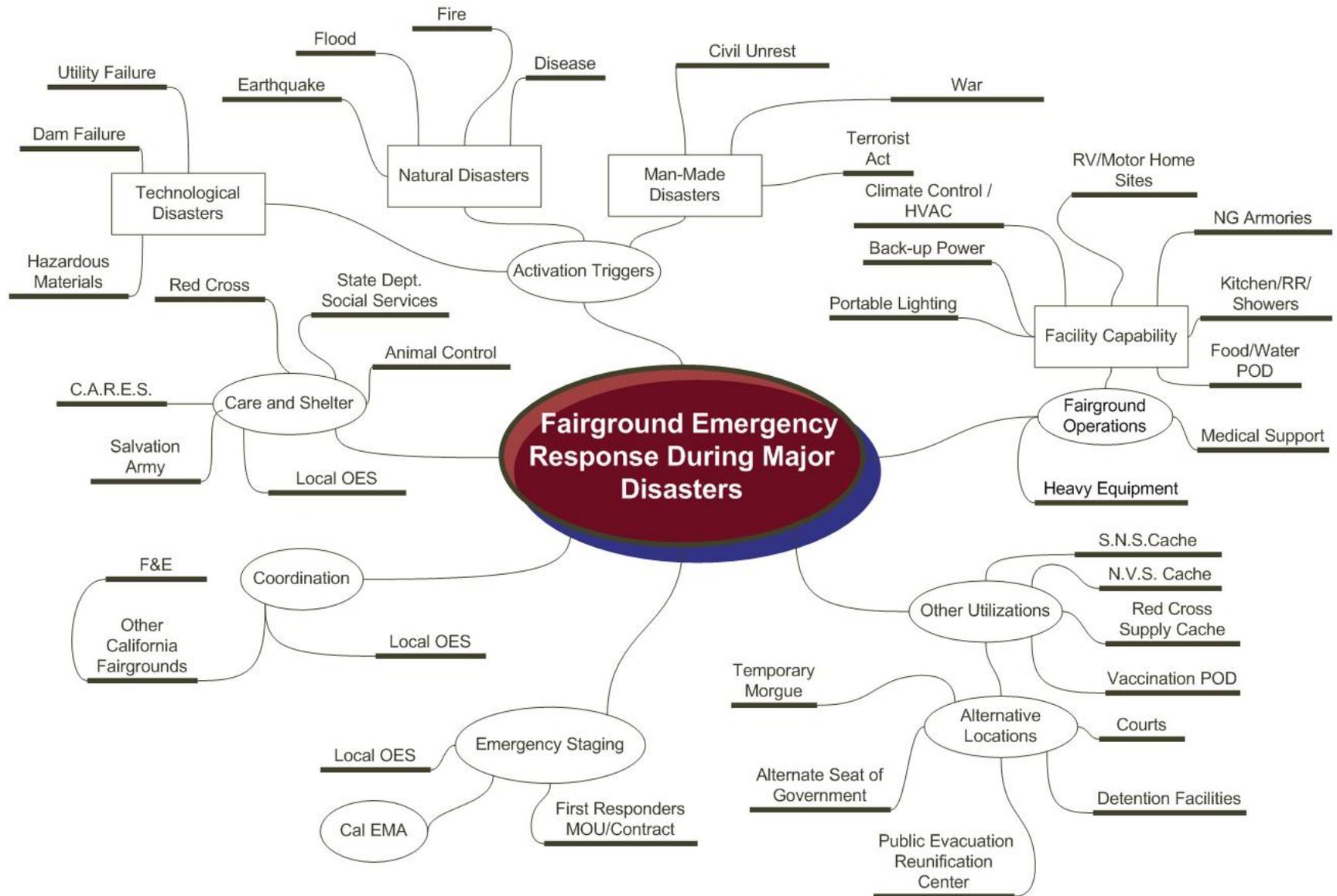
ATTACHMENT 1

MAP OF CALIFORNIA FAIRGROUNDS



ATTACHMENT 2

FAIRGROUND CONNECTIONS DURING MAJOR DISASTERS



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

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

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

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

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

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

ATTACHMENT 4

COMPARING STATEWIDE ORGANIZATION'S REQUEST PATHS FOR FAIRGROUNDS

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

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

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

ATTACHMENT 5

THE SOURCE OF PAST FAIRGROUND REQUESTS FOR RESOURCE SUPPORT

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

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

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

ATTACHMENT 6

SURVEY OF USE OF FAIRGROUNDS FOR CATASTROPHIC EVENTS

Fair Surveyed:
Phone:

Name of Respondent:
e-mail:

Position Title:

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

No activity listed below

All of the listed activities

Additional activities (Please List): _____

Evacuation Mass Care and Shelter

Animal Care and Shelter

Medically Fragile Shelter

Mass Casualty Care (Field Hospital)

Points of Distribution (POD) (products/vaccines)

Cooling and Heating Centers

Repatriation Center

Local Alternate EOC

Regional Alternate EOC

Joint Information Center (Fed)

Joint Operations Center (Fed)

Mobilization Center

Incident Command Post

Staging Area

Base Camp

Helicopter Lily Pad Operations (air bridge)

Utility Resources/Communications/Fuel Depot

Holding Facility (diseased/criminals/etc.)

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

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

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

Please put an X by yes or no. YES NO

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

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

Written plans and procedures

Activation triggers for the fair in the Plan

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

Fair staff training

Fair plays in tabletop exercise

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

Fair plays in field exercise, uses actual resources and staff

Fair prepared and stored response support equipment

Food

Water

Emergency Medical Supplies

For animals

For humans

Pet cages

Livestock control pens

Fair obtained backup generator

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

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

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

Please put an X by yes or no. YES NO

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

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

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

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

Additional activities (Please List): _____

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

Evacuation

Mass Care and Shelter

Animal Care and Shelter

Medically Fragile Shelter

Mass Casualty Care (Field Hospital)

Points of Distribution (POD) (products/vaccines)

Cooling and Heating Centers

Repatriation Center

Local Alternate EOC

Regional Alternate EOC

Joint Operations Center (Fed)

Mobilization Center

Incident Command Post

Staging Area

Base Camp

Helicopter Lily Pad Operations (air bridge)

Utility Resources/Communications/Fuel Depot

Holding Facility (diseased/criminals/etc.)

Additional activities (Please List): _____

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

Please put an X by yes or no. YES NO

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

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

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

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

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

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

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

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

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

Other (Please explain)_____.

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

Please put an X by yes or no. YES NO

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

Contracts or MOUs with local government

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

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

California Disaster Assistance Act (CDAA)

Stafford Act (FEMA) after federally declared disasters

USDA funds after a USDA declared disaster

Small Business Administration (SBA) loans

Insurance (e.g., business interruption insurance)

Other_____

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

None of the resources listed below

All of the listed resources

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

Personnel to support administrative or other fair resource operations

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

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

Portable Lighting

Covered space with utilities

Office spaces

Conferencing facilities

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

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

Portable stages to share with other fairs\

Food preparation and services

Animal and livestock storage facilities

Cots

First Aid Supplies

Refrigeration space (for mortuary)

Landing space for heliport

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

Buses (if directly owned by fair)

Showers/Restrooms

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

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

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

Please put an X by yes or no. YES NO

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

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

Please put an X by yes or no. YES NO

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

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

Please put an X by yes or no. YES NO

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

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

Continuity of Operations Plan (COOP)

Continuity of Government (COG)

Business Continuity Plan (BCP)

Hazardous Materials Plan

Employee Injury and Illness Prevention Plan (EIIP)

14. Does fair staff have Incident Command System training?

Please put an X by yes or no. YES NO

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

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

Please put an X by yes or no. YES NO

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

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

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

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

ATTACHMENT 8

EMERGENCY LARGE ANIMAL SHELTERING SUPPLIES

Information Packets

(1,050) Buckets

(4) Wheel' barrow

(14) Rakes

(20) Hoses

(24) Lead Ropes & Halters

Duct Tape & Sharpies

Clip Boards

ATTACHMENT 9

FUNCTIONS FAIRGROUNDS CAN NOW SUPPORT

YES NO

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

ATTACHMENT 10

RESOURCES FAIRGROUNDS CAN NOW PROVIDE

 YES

 NO

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

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

ATTACHMENT 11

RESOURCES PRICING SHEET SAMPLE (REDACTED)

PAGE 1 OF 2

BUILDING & EQUIPMENT REQUEST FORM

BUILDING/FACILITY	SQ. FOOTAGE	RENTAL PRICE	CHARGE
	6,000	\$500/day - Mon-Thur \$800/day - Fri, Sat, Sun & Holidays	
	2,400	\$250/day - Mon-Thur \$500/day - Fri, Sat, Sun & Holidays	
	17,670	\$650/day - Mon-Thur \$1000/day - Fri, Sat, Sun & Holidays	
	7,000	\$400/day - Mon-Thur \$600/day - Fri, Sat, Sun & Holidays	
	24,780	\$600/day - Mon-Thur \$900/day - Fri, Sat, Sun & Holidays	
Board Room	1,439	\$100/day - Mon-Sun	
Livestock Office/Conference Room		\$100/day - Mon-Sun	
Grandstand - Concerts	2,500 seats	\$1,500/day	
Grandstand & Race Track	3/8 mile track	\$2,000/day	
Covered Arenas		\$150/day per arena	
Small Animal Barn		\$100/day	
Horse Stalls		\$15/day	
Horse Barns		\$800 per barn/month	
North Parking Lot	600'x600'	\$400/day	
South Parking Lot	300'x900'	\$400/day	
RV Parking (EXCLUDING FAIRTIME)		\$20/day (Hookups); \$15/day (Dry)	

SAMPLE

OTHER			
Clean-up/Damage Deposit (Varies as to usage)			
Insurance			
Subtotal - Building/Insurance/Deposit			
Subtotal - Equipment & Labor			
Total			

Equipment and Labor on back of this sheet

*Setup and Teardown days for all events are charged at 1/3 room rental per day.
Partial show dates at full rental rate. Janitorial services are included in rental pricing during show hours only.
Setup and post show cleanup is additional. Rates are quoted by the Event Coordinator.*

ATTACHMENT 11

RESOURCES PRICING SHEET SAMPLE (REDACTED)

PAGE 2 OF 2

LABOR & EQUIPMENT REQUEST FORM

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

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

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

SAMPLE

ATTACHMENT 12

TABLE OF COMPATIBLE AND INCOMPATIBLE FAIRGROUND USES

RED-INCOMPATIBLE GRAY-NO COMMENT BLUE-COMPATIBLE

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

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

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

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

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

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

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

ATTACHMENT 13

BASIC LOADING DOCK WITH RAMP AND PALLETS

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



ATTACHMENT 14

SAMPLES OF EMERGENCY SUPPORT AGREEMENTS

FORM F-31

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

RENTAL AGREEMENT

Interim Agreement

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

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

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

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

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

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

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

DISTRICT AGRICULTURAL ASSOCIATION

RENTER: U.S. FOREST SERVICE
NATIONAL FOREST

By _____
Chief Executive Officer

By Denise J. Storms
Denise Storms, Contracting Officer

EMERGENCY FACILITIES & LAND USE AGREEMENT

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

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

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

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

OTHER: Describe in detail.

TERMS AND CONDITIONS: See attachment.

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

ADDITIONAL CLAUSES:

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

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

Fair:

Location:

Telephone:

CEO:

Availability: Immediate

Facility and Property Details:

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

Main Buildings:

Building, 11,250 Square ft.

Capacities: Assembly: 1,600 Dining: 750

Phone lines available

2 showers; 5 toilets; 6 sinks

Outside Restroom of Building

2 toilets; 2 sinks

Building, 5,000 Square ft.

Commercial Kitchen

Phone lines available

Capacities: Assembly: 700 Dining: 330

4 toilets; 6 sinks

Clubhouse, 230 Square ft.

refrigerator only

1 toilet; 2 sinks

Building, 4,800 Square ft.

Commercial Kitchen

Phone lines available

Capacities: Assembly: 680 Dining: 320

Building, 2,475 Square ft.

Phone lines available

2 toilets; 2 sinks

Other Buildings & Facilities:

Livestock Office

Phone lines available

Grandstand Restroom

4 showers, 7 toilets; 4 sinks

Lower Grandstand Restroom

6 toilets; 4 sinks

Livestock Restroom

4 showers; 6 toilets; 4 sinks

Electrical Power: 5,400 amps available

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

Calendar:

We would need to work around the following scheduled events:

July 26 - E-waste recycling center

August 1 - White Stallions Show in arena

August 9 - Blues Festival

August 16 - Dancing with the Stars (Building)

August 16 - Wedding reception (Building)

August 30 - Wedding Reception (Buildings)

August 29-31 - FMCA RV Rally (Building)

September 6 - Exotic Bird & Animal Show (Building)

September 13 - Music Festival (Buildings)

September 13 - Family Reunion (Building)

September 20 - Quilt Show (Buildings)

Attachment 1

Terms:

The Fair will include the fairgrounds including the following item:

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

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

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

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

AGREEMENT NUMBER 1-01-06

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

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

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

PAYMENT: Payment shall be computed on 6 hour periods at a rate of Three-Hundred seventy-five Dollars (\$375.00)-per Period or portion thereof. Forestry shall pay for all long distance and toll costs for telephone while using the facilities.

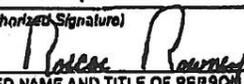
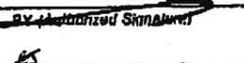
INSPECTION: Upon request for use by the Forestry, a pre-inspection of the Association's facilities & equipment shall be made By the Forestry & Association noting facility condition, damage or wear at the time of hire. Upon demobilization, a final inspection shall be made noting any changes to facility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

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

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

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

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

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

CAL FIRE FILE NO. _____

(Sacramento Use Only)

INCIDENT NUMBER: _____

CAMEU 004608

INCIDENT NAME: _____

LIGHTNING COMPLEX

LESSOR NAME: _____

AGREEMENT FOR EMERGENCY USE OF FACILITIES

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

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

1. DESCRIPTION OF FACILITIES:

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

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

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

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

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

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

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

CAL FIRE will supply the following items during occupancy at

FAIRGROUNDS:

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

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

NAME _____

TELEPHONE NUMBER _____

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

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

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

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

ATTACHMENT 15



Memorandum of Understanding for Animal Care During Disasters

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

Governor's Executive Order W-156-97

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

Arnold Schwarzenegger
Governor

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

**MEMORANDUM OF UNDERSTANDING
BETWEEN**

AND

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

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

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

Therefore, it is mutually agreed and understood as follows:

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

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

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

Signature

Printed Name and Title

Agency

Address

City, State, Zip

Telephone

Date

Signature

Printed Name and Title

Agency

Address

City, State, Zip

Telephone

Date

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

ATTACHMENT 16

REFERENCES

- FEMA Strategic Foresight Initiative, Federal Emergency Management Agency, 2010
- National Response Framework (NRF), Department Of Homeland Security, January, 2008 Homeland Security Presidential Directives (HSPD)
- National Incident Management System (NIMS), 2004
- Robert T. Stafford Disaster Relief And Emergency Assistance Act P.L. 93-288 As Amended, 42 United State Code 5121-5207 (June 2007) (Stafford Act)
- California Catastrophic Incident Base Plan: Concept of Operations, U.S. Department of Homeland Security, Federal Emergency Management Agency Region IX, and California Governor's Office of Emergency Services, September 23, 2008
- California State Emergency Plan, California Emergency Management Agency, July 2009
- California Emergency Services Act, California Government Code, January 2009
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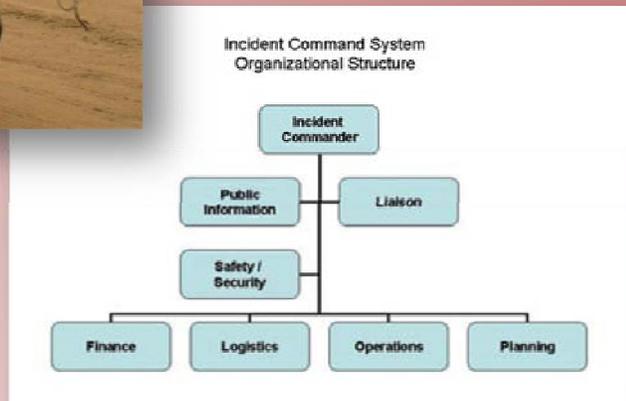
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END OF DOCUMENT

REPORT 3: **California Fairgrounds'** Concept of Operations in Support of Disasters and Catastrophes



April 2011



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The California Department of Food and Agriculture (CDFA), Division of Fairs and Expositions (F&E), is thankful for the support and participation of the following organizations. They assisted the Division to obtain information for this guidance to assist fairgrounds to prepare for disasters and catastrophes throughout California. These organizations include:

Fairground Contacts:

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

State Agencies:

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

Non-Government Agencies:

American Red Cross
California Utilities Emergency Association

Federal Agencies:

Federal Emergency Management Agency, Region IX

Other Fairground Related Organizations:

California Fair Services Authority
Western Fairs Association
California Construction Authority

The production of this report was funded through a grant from the U.S. Department of Homeland Security. Consulting support services were provided by Rick Tobin of TAO Emergency Management Consulting. All contents of this report are the property of the Division of Fairs and Expositions of the California Department of Food and Agriculture.

EXECUTIVE SUMMARY

The focus of this document is to assist the members of the California Fairs Network to prepare their facilities and staff for future disasters and catastrophes. A strong baseline was prepared to ensure that the guidance meets federal and state emergency planning requirements while also reflecting best preparedness practices found in California, other states and other countries. This guidance also provides recommendations for improving the current financial recovery process used by fairgrounds when planned operations are interrupted to support emergency response.

This guidance was preceded by two other reports. The first described the current use of fairgrounds by state-level emergency response organizations, and how they viewed future use of fairgrounds, especially during catastrophic events. The second report evaluated how fairgrounds have supported emergencies in the past, the results of that support, and the future use of fairgrounds, also during catastrophes.

It is not the intent of F&E to forge fairground management into emergency managers; however it is clear from surveys used to develop this guidance that formal plans are not in place at many of the fairgrounds. The institutional wisdom of what to do, how to do it, and when is often kept within senior staff but not formally recorded. Unfortunately, as seasoned management retires or moves to other opportunities, the skills and lessons learned during actual events is lost. There is nothing in print to guide new leadership.

Many of the fairgrounds have completed Incident Command System (ICS), first aid, CPR and AED training. All fairgrounds have site maps. Evacuation paths, fire hydrants, utility controls and other safety resources are often designated.

There are many ideas about how fairgrounds can best support disaster and catastrophe response. The purpose of this guidance is to consolidate those ideas so they can be used for all sizes of fairgrounds throughout the State. In addition, the guidance covers actions to be taken when the fairgrounds are also damaged or destroyed by the catastrophic events. F&E hopes to list examples of various fairground emergency plans at the F&E website after release of this guidance. This will allow fairground management to consider and select parts of other examples to enhance their planning programs as they design and complete their own emergency plans, perform training and support testing through drills and exercises.

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



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

ACRONYMS

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

(Continued)

ACRONYMS (continued)

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

1. Introduction

1.1 Project Origins

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

1.2 Project Purpose

The Fairground Catastrophic Emergency Response Plan (FCERP) project was designed to define how statewide organizations currently view fairgrounds in their emergency response strategies, how 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 final document in that series of products.

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

One of the primary purposes of this document is to prepare fairgrounds management to address catastrophic events. Many of the tools and ideas in this document can also be used for emergencies that may not reach the seriousness of a major disaster. The success of this document is dependent on what fairground management will accept as their responsibility as a continuous process. Emergency preparedness is a cycle of activities that does not end simply after a single year of effort. Fairground managers have many tasks to perform each day. F&E’s vision is that with a clearer understanding of the value of this emergency readiness, fairground management will incorporate sound disaster management concepts into their programs for both support of first responders who wish to use the fairgrounds for many of their emergency needs, and for actual response and recovery of the fairgrounds when they are damaged by disasters.

1.3 Project Methodology

F&E already reported on the perspectives of state-level emergency organizations and also on the perspectives of selected fairground management throughout California. 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 document’s guidance. This document was sent for review to the organizations that provided input as well as to related organizations as a courtesy draft copy if 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 guidance is intended solely for the use of fairgrounds in California (See Attachment 1 for a map of California fairgrounds). It provides general concepts and recommendations for Californians to use during disasters and catastrophes. The recommendations are for overarching strategies to improve the outcomes for California fairgrounds, whether they are supporting interests outside the State or the U.S. Some other states provided a sound basis for style and content (especially the quality guidance from the Michigan Department of Agriculture as provided in Attachment 9), but all of the final content was shaped to reflect California's unique working relationships between counties and state agencies, and the structure of California's network of fairgrounds.

1.5 Critical Definitions

It was clear to F&E when developing the first two reports that there were some definitions that should be provided at the beginning of every document to establish a consistent of understanding of terminology. This consistency in use and terms ensure that all readers can more readily comprehend some of the basic concepts used in fairgrounds and in emergency management.

Catastrophe

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

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

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

Disaster

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

Emergency

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

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

- *District Agricultural Association (DAA)*
 - Holds fairs, expositions, and exhibitions to highlight various industries, agriculture, 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. Concept of Operations (CONOPS) for Fairgrounds

2.1 Establishing Intent Including Goals, Objectives, Roles and Responsibilities

Every fairground should have an emergency plan, even if it is the most basic of documents. California laws and regulations require public entities to have emergency plans. Many insurers require businesses to have emergency plans. It is rational to complete planning before disasters happen. Having a plan helps a fairground organize itself around a simple concept: ***Our fairground is going to survive, no matter what happens.*** If a major disaster at the catastrophic level involves a fairground, it is likely that fairgrounds will be involved with disaster activities and requests for support that will be both complex and long lasting. (See Attachment 2, Fairground Connections During Major Disasters.)

Fairgrounds need emergency programs so they will know what they can or cannot achieve when faced with catastrophic events, otherwise the process of response will be chaotic and recovery targets will be hard to meet. There can only be defined, measurable outcomes when there is a clear original intent. Intent is described in several short statements that should be at the beginning of emergency plans. These statements justify the fairground emergency activity goals and objectives, as well as the roles and responsibilities of all those involved with the process of achieving those goals and objectives.

The entire program document, with all of its attachments and guides, is called the Emergency Operations Plan (EOP). The EOP is policy, so it doesn't state exactly how the fairground will take its actions, but it will say why, when, who, where, and what is involved. The core of the EOP is often called, "the Basic Plan." Again, the EOP states intent and informs both the fairgrounds and its stakeholders what to expect when emergencies, disasters and catastrophes require fairgrounds to take action. The concise picture of how the emergency management cycle is performed by a fairground is summarized by the EOP's section called the Concept of Operations (CONOPS).

The Standard Operating Procedures (SOPs) are checklists and specific information guides that support the intent of the EOP. These are the tools used by fairground personnel when actions need to be taken. Typically they are not used until the person in charge, as defined in the EOP, states that the EOP is "activated." That means that conditions may occur, or have occurred, that justify supporting the policies in the Plan by using the tools in the SOP within the fairground emergency organization structure described in the EOP.

So, to make the EOP sound, the fairground should start by defining:

The **Vision** statement for the fairground emergency activities is a short, general statement supporting the fairground's broad intent. For example:

The fairground will survive emergencies, disasters and catastrophic events and while doing so will support the needs of the public well being.

The **Mission** statement is a single, directive statement of action for support of the fairground vision. For example:

The fairground will develop and maintain an active and up-to-date program of emergency management so the fairground is able to address threats from the all-hazards environment and to support the needs of the public through actions that preserve life, infrastructure and the environment.

Goals are broad targets that don't have specific persons or organizations assigned to them, but they clearly relate to the general outcome desired by the fairground. For example:

The fairground will use the EOP and supporting SOPs to ensure the continued operation of the fairground through whatever emergency, disaster or catastrophe may arise, while ensuring quality support for first responders, government organizations, non-profits and other private sector partners when the fairground is not threatened but rather becomes a resource for the preservation of life, property and the environment.

Objectives for the EOP vary for each fairground depending on its approach, capability and limitations. The objectives should be achievable, assigned, time-based activities that the fairgrounds expect to be feasible to complete within its capabilities. These are typically no more than eight to ten basic objectives that the fairground can build and expand on when actual events occur, since each incident has its own variations and characteristics that drive actions. For example:

The fairground Emergency Response Team Director will activate the Emergency Response Team within one hour after a threat is identified that can harm people at the fairgrounds, destroy fairground infrastructure or cause releases of materials from the fairgrounds that could harm the environment.

Roles are typically the specific organizational titles any organization uses in emergencies. Each role has specific authorities and capacities to take actions. Emergency roles are often related to daily skills and activities a person or organization performs, but emergency titles are formalized and standardized in California once a Plan is activated. The responsibilities of the roles are performed within the structure of the emergency organization, not the daily business operations. In a larger picture the Plan should relate the relationship of the roles and responsibilities of fairground operations with other organizations involved in response and recovery activities. For example:

The fairground Emergency Response Team Director will assist the Operational Area (OA) to shelter the general public and animals when there is an emergency, disaster or catastrophe, while the OA maintains overall responsibility for supporting the care and shelter operations throughout the event once the fairground opens shelters on site.

Responsibilities are specific actions to be carried out by a specific person or organization to provide support of public health and safety, personal property and public infrastructure, and protection of the environment. The responsibilities must

be within the authority of the role being performed and must be completed to the degree, time, place and methods defined by the EOP and SOPs. Responsibilities are much like objectives but there are often regulatory and legal ramifications if a responsibility is not completed. For example:

The Emergency Operations Center (EOC) Director will activate the emergency shelter site within an hour after a request from the OA to help care and shelter of people and animals.

As your fairground begins to develop its plan it may be valuable to look at other examples from California and other states. An overview is provided here to keep this document brief, but examples will be provided separately at the F&E website of examples of fairground plans. The intent of this discussion is for California fairgrounds to include these basic foundation elements in their plans and procedures so there is a consistent approach throughout the California Fair Network.

2.2 SEMS, NIMS and ICS

Some of the California fairgrounds have trained their staff in the use of the Incident Command System (ICS) especially regarding how that structure of emergency management is used in California in accordance with the Standardized Emergency Management System (SEMS). SEMS has been a legal requirement for governments in California, including special districts, since 1994. The federal government has incorporated the same system of organizational structure and made it a national standard for all governments in the United States since 2004, as the National Incident Management System (NIMS). The fact is this: if there are emergencies that require multiple agency coordination (including Local Emergencies, a State of Emergency, and a Presidential Disaster) then fairgrounds are subject to the withholding of funding for response costs and even for recovery funding if they have not complied with these standards as part of their emergency planning. If fairgrounds cannot show that they, in accordance to plans and procedures, did use these structures in the management of resources, command and control, and decision making during emergencies, disasters and catastrophes, they may find they are unable to recoup any of their losses through state and federal funding sources.

It is not the intent of F&E to provide extensive training about ICS, SEMS and NIMS in this document. There are substantial regulations, guides and planning courses available through other sources to provide that information (see 2.2.1). However, the following material, extracted from the California State Emergency Plan (SEP), gives a brief overview of the structure as it is to be used in the State. This provides a foundation for further discussions and suggestions that will follow.

“The Standardized Emergency Management System (SEMS) is the cornerstone of California’s emergency response system and the fundamental structure for the response phase of emergency management. SEMS is required by the California Emergency Services Act (ESA) for managing multiagency and multijurisdictional responses to emergencies in California.

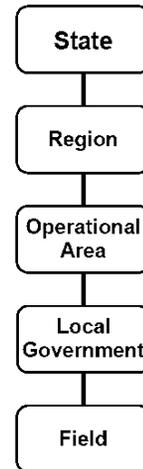
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The system unifies all elements of California’s emergency management community into a single integrated system and standardizes key elements. SEMS incorporates the use of the Incident Command System (ICS), California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA), the Operational Area (OA) concept and multiagency or inter-agency coordination.

State agencies are required to use SEMS and local government entities must use SEMS in order to be eligible for any reimbursement of response-related costs under the state’s disaster assistance programs.

There are five SEMS organization levels: (See Figure 1)

FIGURE 1



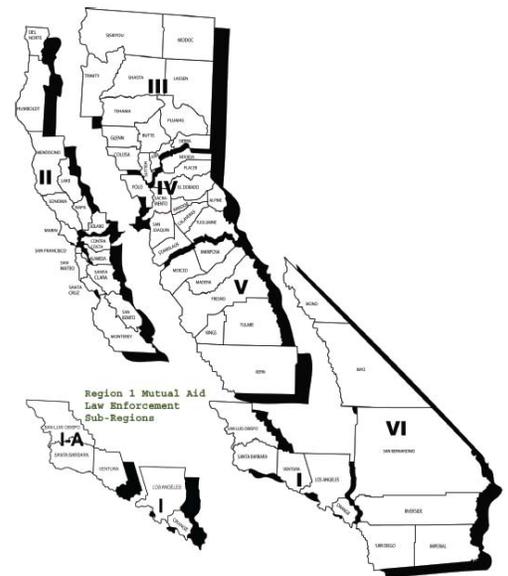
- *Field* – The Field Level is where emergency response personnel and resources, under the command of responsible officials, carry out tactical decisions and activities in direct response to an incident or threat.

- *Local Government* – The Local Government level includes cities, counties and special districts. Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdiction. Local governments are required to use SEMS when their Emergency Operations Center (EOC) is activated or a local emergency is declared or proclaimed in order to be eligible for state reimbursement of response-related costs.

- *Operational Area (OA)* – An OA is the intermediate level of the state's emergency management organization which encompasses a county’s boundaries and all political subdivisions located within that county, including special districts. The OA facilitates and/or coordinates information, resources and decisions regarding priorities among local governments within the OA. The OA serves as the coordination and communication link between the Local Government Level and Regional Level. State, federal and tribal jurisdictions in the OA may have statutory authorities for response similar to that at the local level.

FIGURE 2

- *Region* – The Regional Level manages and coordinates information and resources among OAs within the mutual aid region and also between the OA and the state level. The Regional Level also coordinates overall state agency support for emergency response activities within the region. California is divided into three California Emergency Management Agency (CalEMA) Administrative Regions – Inland, Coastal and Southern – which are further divided into six mutual aid regions. The Regional Level operates out of the Regional Emergency Operations Center (REOC). (See Figure 2)

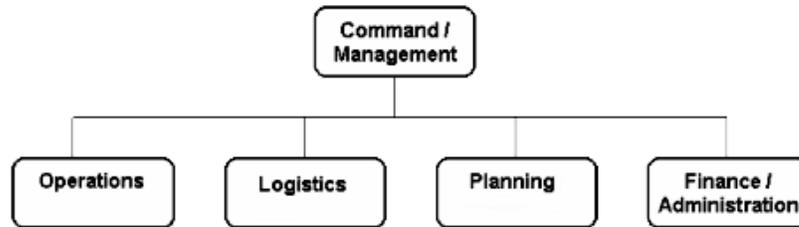


- *State* – The state level of SEMS prioritizes tasks and coordinates state resources in response to the requests from the Regional level and coordinates mutual aid among the mutual aid regions and between the Regional Level and State Level. The state level also serves as the coordination and communication link between the state and the federal emergency response system. The state level requests assistance from other state governments through the Emergency Management Assistance Compact (EMAC) and similar interstate compacts/agreements and coordinates with the Federal Emergency Management Agency

(FEMA) when federal assistance is requested. The state level operates out of the State Operations Center (SOC).

SEMS requires that every emergency response involving multiple jurisdictions or multiple agencies include the basic five functions. These functions must be applied at each level of the SEMS organization. (See Figure 3)

FIGURE 3



COMMAND/MANAGEMENT: Command is responsible for the directing, ordering, and/or controlling of resources at the field response level. Management is responsible for overall emergency policy and coordination at the SEMS EOC levels. Command and Management are further discussed below:

- **Command:** A key concept in all emergency planning is to establish command and tactical control at the lowest level that can perform that role effectively in the organization. In the Incident Command System (ICS), the Incident Commander (IC), with appropriate policy direction and authority from the responding agency, sets the objectives to be accomplished and approves the strategy and tactics to be used to meet those objectives. The IC must respond to higher authority. Depending upon the incident's size and scope, the higher authority could be the next ranking level in the organization up to the agency or department executive. This relationship provides an operational link with policy executives who customarily reside in the Department Operations Center (DOC) or EOC, when activated.
- **Management:** The EOC serves as a central location from which multiple agencies or organizations coordinate information collection and evaluation, priority setting and resource management. Within the EOC, the Management function:
 - Facilitates multiagency coordination and executive decision making in support of the incident response,
 - Implements the policies established by the governing bodies,
 - Facilitate the activities of the Multiagency (MAC) Group

OPERATIONS: Responsible for coordinating and supporting all jurisdictional operations in support of the response to the emergency through implementation of the organizational level's Action Plans (AP). At the Field Level, the Operations Section is responsible for the coordinated tactical response directly applicable to, or in support of the objectives in accordance with the Incident Action Plan (IAP). In the EOC, the Operations Section Coordinator manages functional coordinators who share information and decisions about discipline-specific operations.

LOGISTICS: Responsible for providing facilities, services, personnel, equipment and materials in support of the emergency. Unified ordering takes place through the Logistics Section Ordering Managers to ensure controls and accountability over resource requests. As needed,

Unit Coordinators are appointed to address the needs for communications, food, medical, supplies, facilities and ground support.

PLANNING: Responsible for the collection, evaluation and dissemination of operational information related to the incident for the preparation and documentation of the IAP at the Field Level or the AP at an EOC. Planning also maintains information on the current and forecasted situation and on the status of resources assigned to the emergency or the EOC. As needed, Unit Coordinators are appointed to collect and analyze data, prepare situation reports, develop action plans, set Geographic Information Systems (GIS) priorities, compile and maintain documentation, conduct advance planning, manage technical specialists and coordinate demobilization.

FINANCE/ADMINISTRATION: Responsible for all financial and cost analysis aspects of the emergency and for any administrative aspects not handled by the other functions. As needed, Unit Leaders are appointed to record time for incident or EOC personnel and hired equipment, coordinate procurement activities, process claims and track costs.”

These structures have proven effective for decades during emergency operations throughout the United States. These structures and styles of management help strengthen governments and the private sector when they are under stress in emergencies and disasters. During catastrophes, however, many systems may completely fail. The use of the Incident Command System (ICS), SEMS and NIMS ensures that a system for response will continue to work even when some of the participating organizations are crippled or destroyed. Organizations from unaffected areas that use these systems can quickly meld into the response and recovery structure in the affected jurisdictions. That allows a resiliency that can help every fairground, especially when the event impacts their operations directly.

2.2.1 Existing Guidance

There are many guides for ensuring that emergency plans and procedures conform to the standards used in California. These are provided in the references section of this report. Cal EMA has distributed a crosswalk to all levels of government in California to help them to conform to SEMS and NIMS standards. That crosswalk is provided as Attachment 3 to this report. Fairgrounds can use it to help design their plans and procedures or to evaluate the plans the fairgrounds are already using. In addition, the California Fair Services Authority (CFSA) produced an excellent basic guide for fairground emergency planning in 2009. The guide can be provided through CFSA at: <http://cfsa.org/publication/publication.htm> Attachment 4 is the front cover of that guide. Every California fairground manager should consider it while developing their own plan.

During a baseline survey of other states F&E found a concise guide for fairground planning that was developed in 2008 by the Michigan Department of Agriculture. It is attached in an amended format as Attachment 5. Although it does not address every item in the crosswalk from Cal EMA, it has a sound structure for fairgrounds to build into an effective emergency plan. The guide is brief and does not explain the many considerations that go into planning, but F&E believes it would be valuable for fairgrounds without plans to start

considering this template structure as a minimum starting point. The Cal EMA Crosswalk, and other elements covered later in this document, can then be used by fairground management to fill in additional useful information. There is also an excellent website that addresses emergency planning for agriculture and rural communities at: <http://www.prep4agthreats.org/>

Additional guidance for planning can be provided through FEMA's planning document, "*Developing and Maintaining Emergency Operations Comprehensive Preparedness Guide (CPG) 101*," Version 2.0, November 2010 found at: http://www.fema.gov/pdf/about/divisions/npd/CPG_101_V2.pdf

Basic concepts that are expected to be in all California emergency plans are discussed in the California State Emergency Plan (SEP) available at: <http://www.oes.ca.gov/WebPage/oeswebsite.nsf/Content/79FCE3912398FA168825740F0060CE32?OpenDocument>

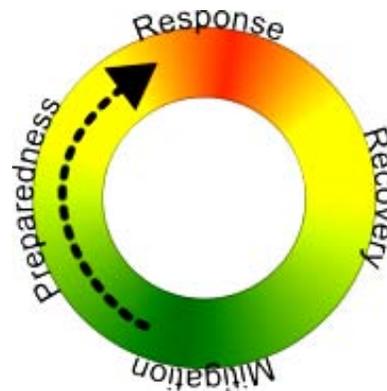
2.2.2 Right Sizing a Fairground Emergency Organization

One of the concerns fairgrounds have noted about emergency planning, especially about the ICS/SEMS management structures, is that there are not enough staff at a fairground to fill all of the functional positions. There may also not be enough fairground employees to provide backup staff for continuous operations for days or weeks during a catastrophe. F&E wants to stress that the original ICS structure was designed to be modular. When there are not enough people to fulfill all of the functions then the functions role up into the positions that can be filled. Of course, in a catastrophic event, a single person could not perform all of those responsibilities. The current approach to staffing management structures directs organizations to reach up to other like organizations for support from what is termed an Incident Management Assistance Team (IMAT). This form of mutual aid allows trained and experienced personnel to assist other organizations when they are short of staff or have inexperienced staff who need supporting mentors. F&E believes that over time the California Fair Network could build a cadre of experienced fairground management personnel to assist fairgrounds to meet their staffing gaps during catastrophes. Until that level of readiness is in place, fairgrounds may consider requesting IMAT support through the government mutual aid system, to ensure they have adequate staffing for catastrophic response and recovery.

2.3 Preparedness, Response, Recovery and Mitigation

Emergency management is a year-round process, just like the other management actions that fairground managers perform. This is a brief explanation of the emergency management cycle. (See Figure 4)

**FIGURE 4
EMERGENCY MANAGEMENT CYCLE**



Preparedness involves planning for disaster, as well as training and testing management, staff, faculty and students. It also involves making sure there is a source of backup power, that phones will work, that computers will work and critical data can be saved. This phase makes everything ready for response.

Response is the phase when immediate actions are taken to save lives, property, and the environment. Immediate medical care is provided, people are moved to safety, fires are extinguished, property is secured, and any hazardous material releases are stopped. Once the immediate needs of life and health are met, the disaster moves into the recovery phase. Response is usually completed in the first 12 to 24 hours of most events.

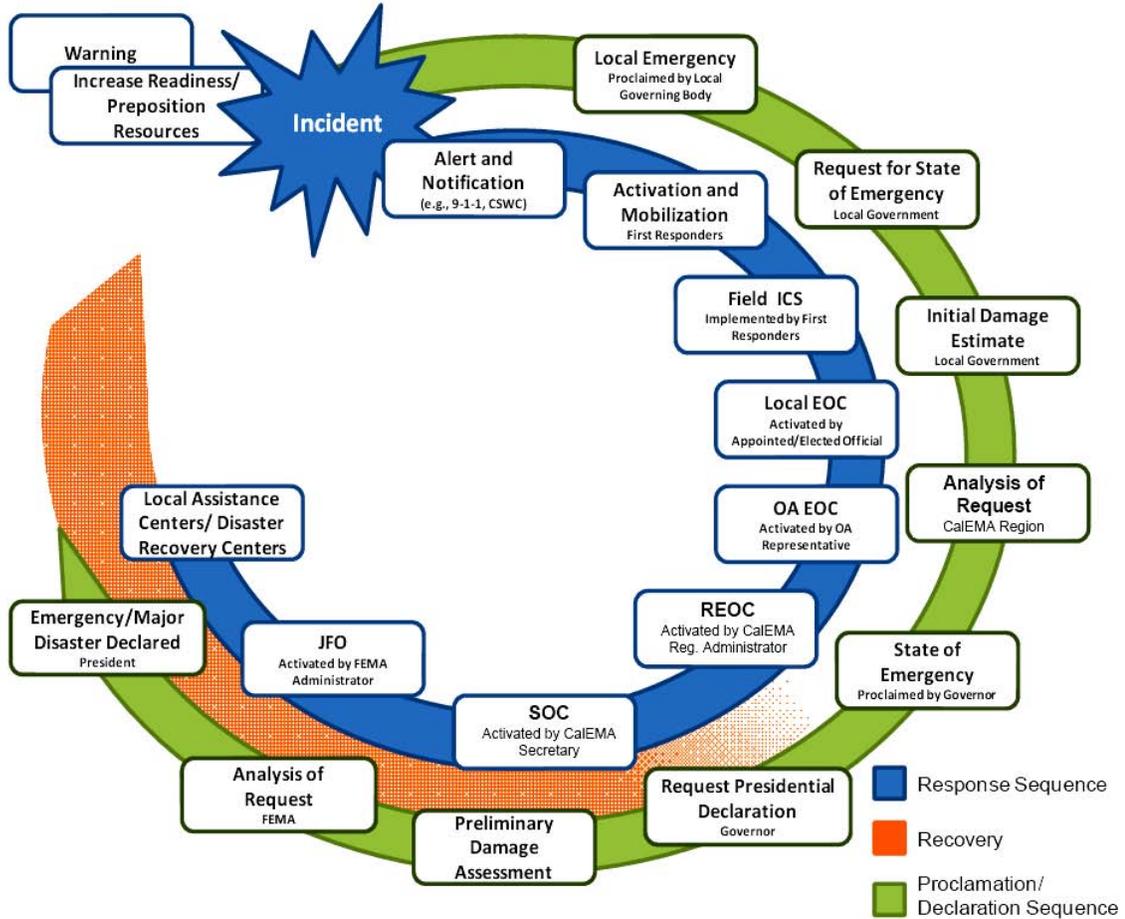
An example of the flow of actions from Response through Recovery all the way through federal response to Major Disasters (catastrophes) is shown in Figure 5, “CONOPS for Response to Recovery.” Fairgrounds are obviously just one player in a much larger field of operations, but this general design will affect fairground activities as it moves toward recovery, especially in large-scale events involving state and federal support.

Recovery involves making things whole. During this phase fairgrounds will work towards reopening and operating under the same conditions that existed before the disaster. This may take only a few days. It may also, after more serious events, take months until the fairground is back in order. All of this depends on the size, scope and seriousness of the disaster. Fairground management is crucial in helping to restore normalcy. Without a recovered structures to work from, a fairground may not be able to restore site operations. Much of the recovery activity will focus on finding funding to replace and repair lost assets. This can involve working with insurance companies, as well as the Small Business Administration (SBA), county and State Government, and FEMA.

FIGURE 5

CONOPS FOR RESPONSE TO RECOVERY

Source: California State Emergency Plan, July 2009



Mitigation is the period between disasters when fairground management monitors for conditions that could increase losses in a disaster. These conditions could also hurt the ability to recover the fairground. Fairground management can use the "lessons learned" from past events to improve resiliency. One benefit is that these changes to reduce losses often make fairgrounds run more efficiently during normal operations.

Mitigation can involve simple things such as keeping boxes and crates (flammables) a safe distance from the cooking facilities. It could also mean clearing street drains near the fairground before they create street flooding that reaches into the fairgrounds. Major mitigation might include adding additional backup generators for power to critical buildings, or securing overhanging structures to prevent collapses on staff or visitors during an earthquake. In the National Response Framework (NRF) from the U.S. Department of Homeland Security, and in other Federal Emergency Management Agency guidance, mitigation is sometimes called prevention and outreach. For the purposes of fairground operations, this document will continue to use the term "mitigation" as different from prevention and

outreach. Prevention and outreach activities typically address large infrastructure construction projects performed by government agencies and extensive public education programs.

When a fairground identifies actions it can take to reduce losses from threats then it should explore forming partnerships in mitigation with local government (especially if the actions will affect any structures outside the fairgrounds, like water flows to storm drains) and with Cal EMA. The fairground may also join as partners of a larger public mitigation project being planned that affects the fairground property.

2.4 Preparedness as a Continuing Process of Improvement

All federal and state planning standards stress that preparedness is a year-round activity. It should not be viewed as a limited, one-time event for a “check-in-the-box” audit fulfillment. Preparedness is a continual process of improving a fairground so that there is a regular betterment of resiliency, including against catastrophic events. It also means that fairground management is confident that policies, staff and response support elements (like equipment, facilities and agreements) are all ready to respond. Fairground managers should include preparedness in their annual work schedules and their budgets as a continuing operations element.

2.5 Building Strong Local Government Partnerships

Preparedness also means keeping connections active with other fairground managers and with organizations outside of the fairground community. Building networks of awareness and collaboration before events occur is an essential element in successful disaster capability. One of the most important connections a fairground can make is with their city and/or county Office of Emergency Services. It may be part of a jurisdiction’s management structure (e.g., in the Mayor’s office), a stand alone office in the County, or incorporated into a law enforcement or fire fighting organization. Of course, there are other local first responder leaders who should be familiar to the fairground manager including the Police and Fire Chiefs, the Public Health Officer, Animal Control Officer, Public Works Administrator, and even licensing staff for building projects (for times when disasters require major reconstruction on the fairground).

The local emergency manager is a busy person, usually with many activities going on at once. Just like fairgrounds, they typically have a small staff and limited budget to address all of the needs for an entire community. There are some ways to build a bridge with local emergency management that include:

- Inviting the manager to breakfast or lunch to talk over the fairground plans, past activities and future plans for improving programs
- Attending community briefings and training the local emergency office holds for local government
- Participating in local drills and exercises, and offering the fairgrounds as a site where the activities can be held (e.g., a protected area for firefighters to practice extracting volunteer students from an overturned bus)

- Offering meeting space for emergency management meetings that are too large for the local emergency office resources
- Joining with local emergency management in grant proposal applications when the outcomes have a direct impact on the fairground

One of the most important things a fairground manager can do is to inform local emergency managers that the fairground is going to be used by a first response agency for support of an ongoing event. The emergency event may be located outside the emergency manager's jurisdiction, but the manager is supposed to know the status of all of the assets that might be called on should an ensuing event require the need for a fairground in his or her jurisdiction. It is professional courtesy to keep them aware.

F&E found that there were times when a fairground had an active base camp in place but the local jurisdiction emergency manager was unaware and then could not use the fairground for community care and shelter because of conflicting use issues. The SEMS process, and Mutual Aid, does allow for agreements for use of resources, but the responsibility for communicating about resource use up and down the SEMS chain still remains. Local authorities should be kept informed of any decision making about fairground use in disaster in order for the local jurisdiction to preserve the capabilities for local public health and safety. In most cases there will be no conflict and fairgrounds will continue to support first responders as they have in the past, but to conform to SEMS, and to build community relations, the coordination with key local stakeholders must be intact.

3. General Standards for Fairground Resources Use

3.1 Local Government Expectations

Fairgrounds should form strong alliances with local government colleagues including emergency services, law enforcement, fire fighting, public health, animal control and public works. Local governments have a long-standing expectation that fairgrounds will support their needs when emergencies strike. Without in-depth and regular contacts the outcomes of coordination during actual events, especially during catastrophes, will be diminished. State and federal planning guidance and regulations stresses the interaction of all parties. In addition, fairgrounds can evaluate the quality of their planning assumptions against those written into local government plans, especially regarding recognized threats to their specific location in the all-hazards environment. In some cases the threat assessments in local government Hazard Mitigation plans can be integrated directly into fairground plans. Another way to ensure the expectations of fairgrounds are understood by local government is to provide courtesy copies of fairground emergency plans to local agencies so they know the fairground assumptions, strategies and resources. Local planners may, if their schedules allow, also offer to review fairground plans for continuity with local guidance.

Local emergency management organizations will typically want details about:

- Contact names and phone numbers of fairground personnel
- Emergency organization structures used by the fairground: who will be in charge and how to contact them round the clock
- Site map with evacuation exits and likely pathways

- Lists of resources available at the fairgrounds to support disaster response
- An annual calendar of fairground activities and planned events
- Standing agreements for use of the fairgrounds by other first response organizations during emergency response

3.2 Regional Considerations

Catastrophic events will require regional resource coordination. California has established regional disaster management systems for daily planning through Cal EMA Regional Offices in Sacramento, Oakland and Los Alamitos. These offices also support Regional Emergency Operations Centers (REOC) once any Operational Area (OA) declares a Local Emergency. Similarly, mutual aid systems for fire, law enforcement, emergency medical services and other developing systems use a regional structure for mutual aid. In addition, other regional planning is continuing through the efforts of the Urban Area Strategic Initiative (UASI) groups, and Super UASIs. Fairgrounds should work with their local emergency services agencies to learn about opportunities to work with regional planners. This increases the understanding between organizations so that stronger networks are in place before catastrophic responses. The fairground's emergency plan should reflect how the fairground will integrate its activities with regional coordinating authorities and systems.

3.3 Mutual Aid Decisions and Applications

If fairgrounds are overwhelmed by an event they will need to request resource support from other sources. These kinds of choices should be described in the fairground emergency plan. Sources might include:

- Assistance from sister fairgrounds that are not impacted
- Assistance from local emergency services agency
- Assistance through mutual aid system by making requests through the local emergency services agency

3.4 Evaluating Specific Fairground Needs Based On Threat Assessments

Every fairground has a specific threat profile from the all-hazards environment. The guidance provided by CFSA gives a general description of the many hazards facing Californians; however, each fairground must evaluate its specific threats. The following guidance can be used by a fairground to design its own threat assessment.

A basic hazard assessment helps fairgrounds prepare for the most severe and/or frequent threats. This process is called defining relative probability. The assessment should describe specific information about the relevant hazards that were considered, including:

- **Frequency:** how often this hazard happens near enough 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 in the fairgrounds, early closure of a fairgrounds, added security, etc.
- **High-risk locations nearby:** impact zones caused by the hazard (like flood maps) along with other hazards that might become a threat when the first event strikes (e.g., locations of gas mains, water mains, dams, chemical storage sites that are in a quake or flood zone).
- **Related weaknesses:** fairground staff home locations, utilities, roadways, fairground office location, and key vendor sites that could be disrupted by the threat (e.g., staff could place information over a map showing the threats in the area). Some of the most important supporting sites (e.g., possibly impacted police and fire stations, hospitals, water treatment plants, etc.) are sometimes called **critical infrastructure facilities**.

By using the blank **Table 1, “Hazard Threat Assessment”** each fairground manager can decide what hazards to accept as actual threats to address in the fairground EOP. A manager can then decide which strategies and resources to include in preparation, and where there are gaps.

A manager should use available information and sound judgment to give each hazard characteristic a value from 1 to 4 (one being lowest) and then add the total score for each hazard. Any score total over 20 should merit serious consideration as a threat. Those below ten are marginal, with anything below six being outside the planning basis. If one of the low-scoring threats ever occurs, the preparations for a fairground’s primary threats should be adequate to address most issues created by a less frequent and distant hazard.

Table 2, “Hazard Threat Assessment Sample” is a completed example of how one fairground completed Table 1, with a display of that fairground management’s choices based on their assessment.

TABLE 1

HAZARD THREAT ASSESSMENT

Instructions: Select the hazards in the left column you believe exist in your community. Remove those not present. Add new ones that are missing. Give each hazard a value assessment for each quality, 1 being the smallest and 4 being the highest value for concern. Total the numbers on each line to get a total threat value in the last column to the right.

HAZARDS	FREQUENCY	INTENSITY	WARNING	PROTECTIVE ACTIONS	RISKS NEARBY	RELATED WEAKNESS	TOTAL
Bomb Threat							
Disease Outbreak (including flu)							
Drought							
Earthquake							
Fires							
Floods							
Food Shortage							
Fuel Shortage							
Hazardous Material Spill							
High Wind							
Infestation by Pests							
Nuclear Plant Event							
Plane Crash							
Riot							
Robbery							
Seiche							
Severe Temperatures							
Shooting Event							
State of War							
Terrorist Act							
Train Derailment							
Tsunami							
Utility Failure (electricity, phone, internet, water, etc.)							
Vehicle Collision							
Volcanic (explosion or ash downwind)							
Winter Storms							

TABLE 2

HAZARD THREAT ASSESSMENT **SAMPLE**

HAZARDS	FREQUENCY	INTENSITY	WARNING	PROTECTION	RISKS NEARBY	WEAKNESS	TOTAL
Floods	4	4	1	4	3	4	24
Earthquake	2	3	4	4	4	4	21
Sewage backup	4	4	4	4	1	1	18
Shooting Event	1	4	4	4	2	2	17
Utility Failure (electricity, phone, internet, water, etc.)	2	3	3	2	3	3	16
Robbery	3	3	4	3	2	1	16
Terrorist Act	1	1	4	4	3	2	15
Fires	2	3	1	4	2	2	14
Hazardous Material Spill	2	2	3	3	2	2	14
Disease Outbreak (including flu)	4	2	1	2	1	3	13
Bomb Threat	3	1	2	4	2	1	13
Riot	1	1	1	4	3	2	12
Vehicle Collision	2	2	4	2	1	1	12
Winter Storms	3	2	1	2	1	1	10
Fuel Shortage	2	2	2	1	1	2	10
Severe Temperatures	2	2	1	2	1	1	9
Tsunami	1	1	1	2	1	2	8

In this situation the fairground manager discarded some of the hazards listed in the Table 1 template because they were not relevant to the community. However, the manager added a hazard for sewage backup because the back-check valve at the street connection, which the fairground does not own, had failed twice in the last four years and caused enough problems to create a fairground closure several times, usually lasting for days. After doing a complete assessment the manager reorganized the threats in the chart based on the threat totals. The fairground manager could then see what the primary threats were as the basis for preparing the fairgrounds. The manager decided to not consider anything below a value of 10, so winter storms, fuel shortages, severe temperatures and tsunami were left out of the threat values for planning preparations for the fairground.

Vulnerabilities

Each fairground has its own set of vulnerabilities. **Vulnerabilities** are conditions that can be influenced by threats to the point that they can disrupt fairgrounds operations or in some cases distract management and staff from performing its core functions. These might relate to outside stakeholders and organizations the fairgrounds cannot control. Vulnerabilities can be affected differently by each threat. Knowing how the identified threats can cause disruptions is part of the process of preparedness.

Fairground managers should evaluate what **vulnerabilities** exist at the fairground when each major threat occurs, and what **controls** are available

to prevent the threat's impacts—or at least reduce them. The fairground manager should also know when there are not enough resources, which is known as a **gap** in preparedness. The manager should plan for actions to ask for assistance when threats may overcome available fairground controls. **Figure 6, “Relationship of Fairgrounds Threats, Vulnerabilities and Controls,”** summarizes those relationships for a fairground.

Controls

Each fairground will have its own unique controls to resist the impacts of threats. Controls are operational elements that prevent threats from influencing the fairground or deflect the threats so their impacts are minor (e.g., thorough planning or insurance). Controls are usually planned and are specifically targeted at threats to protect fairgrounds operations. No fairground has enough resources to prevent or deflect every threat at every level of intensity. For example, a major earthquake that causes catastrophic damage is likely to overcome many of the controls in place for moderate earthquakes.

Capabilities and Needs Assessment

Each fairground will have limits to its controls. It will, however, have a certain level of capability to respond to threats and recover from them based on the controls already in place. Each fairground should know its limits based on the levels of threat impacts.

For example, a fairground should know what level of damage to expect from various levels of earthquakes based on the Modified Mercalli Intensity Scale. That scale evaluates the kinds of damage on the surface, not just a Richter Scale reading from the epicenter of a quake. These levels of damage are typically found on “shake maps,” available in California through the United States Geological Survey and their HAZUS mapping resources (under the Global Earthquake Model network) See:

<http://www.hazus.org/>

The California Geologic Survey Seismic Hazard Zonation Program maps at:

<http://gmw.consrv.ca.gov/shmp/MapProcessor.asp?Action=SHMP&Location=All&Version=5&Browser=Netscape&Platform=Win>

Some other sources for specific hazards of interest could include the California Fire Hazard Severity Zone Maps from CAL FIRE at:

http://www.fire.ca.gov/fire_prevention/fire_prevention_wildland_zones_maps.php

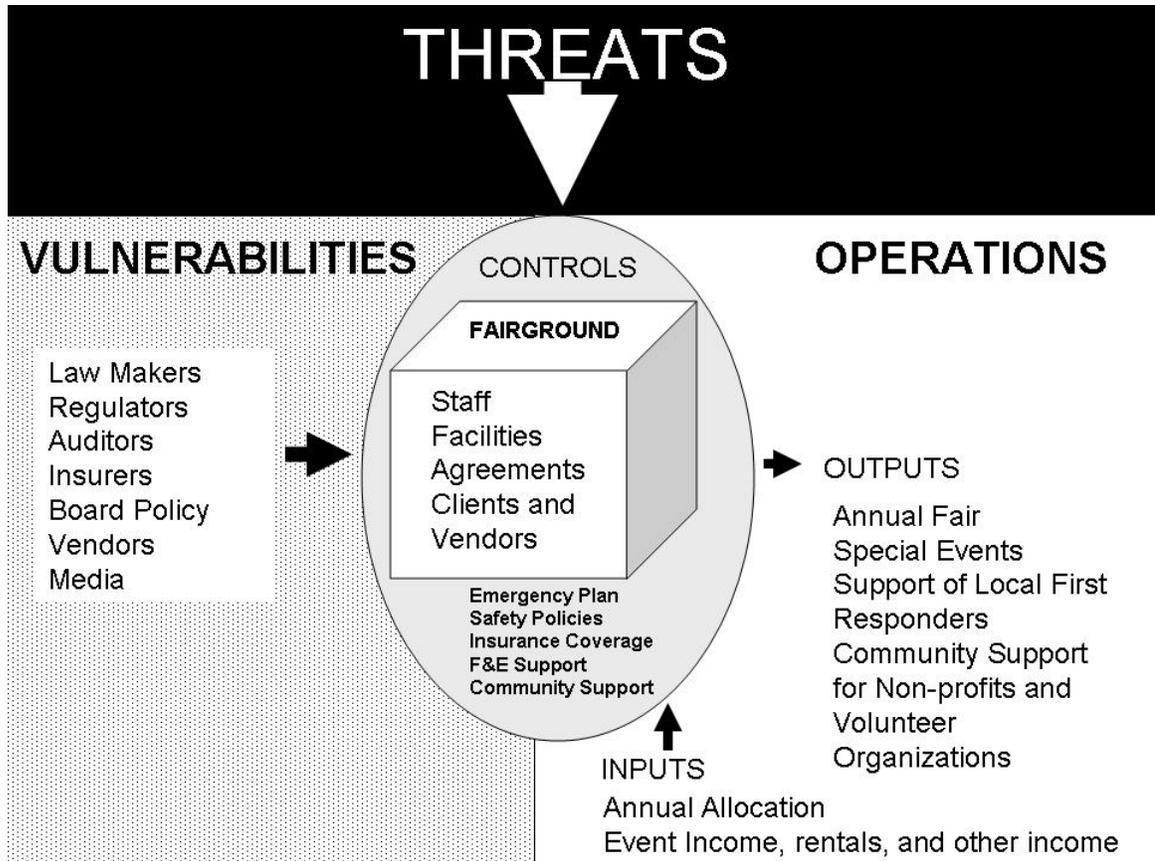
As noted in previous reports for the project, Cal EMA has a portal called “My Hazards” that allows Californians to enter the address of interest to find likely impacts from some of the more common natural hazards. It is located at:

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

When a fairground exceeds the capacity of its controls for a threat, e.g., its insurance coverage or emergency staffing, it will have to seek other sources of support. If all resources are exhausted, and the needs cannot be met, there is a gap. Part of planning requires strategies to meet the gaps. ***If the gaps cannot be addressed the fairground may not recover.***

FIGURE 6

RELATIONSHIP OF FAIRGROUNDS THREATS, VULNERABILITIES AND CONTROLS



3.5 From Situational Awareness to Final Recovery and Mitigation

The fairground emergency plan should address how the fairground personnel will acquire specific information about the status of the threat affecting the fairground, or how they will establish a flow of information with organizations working at the fairground during response. Situational Awareness can be provided through information gathered by:

- Direct contact by an emergency with first responders through a fairground Liaison Officer (assuming the fairground develops and staffs an organization based on California's Standardized Emergency Management System (SEMS).
- Evaluating materials from the media and the NOAA alert radio system, as well as information from the Internet, phone calls, and faxes gathered by the fairground Public Information Officer (PIO).
- Assessing Situation Status Reports provided by onsite first response organizations or from local, state and federal agencies involved in disaster operations.

The fairground emergency operations organization should focus on moving from the initial response to the point of mitigation. Recovery for site damages from the event is complicated and will require extensive data collection and management, as well as intense fiscal management and oversight. Situational awareness is then critical for knowing how to apply for funding, how to carry out recovery according to current standards in order to meet regulatory requirements for reimbursement, and timing for applications, challenges and audits. If the fairground was not impacted directly, but only wishes to recover costs associated with hosting other responder activities, the process may take less time and effort.

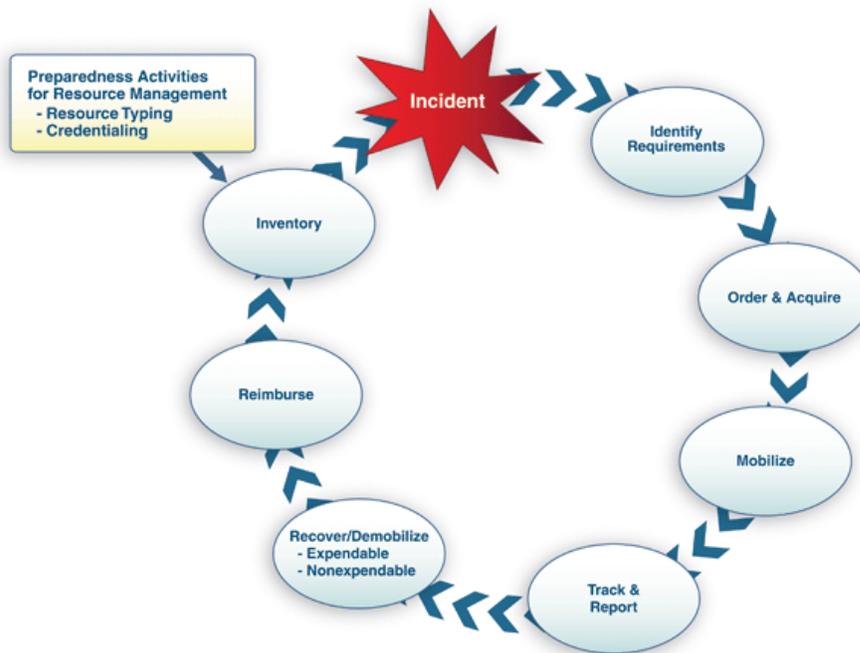
In cases where the fairground was simply a host for others, very little mitigation will likely follow recovery. However, for actual losses, the fairground management should make the effort to evaluate the cause of the losses and then evaluate methods to reduce those before future events occur with the same threats.

The EOP, especially in the Concept of Operations (CONOPS), should include a clear discussion of how fairground management will use situational awareness and information to move from response through mitigation. Figure 7 is a good example of a flow chart of how situational awareness helps in the management of resources from response through mitigation.

FIGURE 7

SITUATIONAL AWARENESS AND RESOURCE MANAGEMENT

Source: FEMA



4. Critical Fairground Resources Used for Catastrophes

4.1 Emergency and Disaster Level Resources

Resource management is a critical part of the SEMS and NIMS design. The issues surrounding resources includes:

- Access to the needed resource, including enough to meet critical needs
- Ability to move the resource and deliver it in a timely manner
- Tracking the resource from assignment to return or end use
- Evaluating the effectiveness of the resource to reduce the threat or its impacts

During local emergencies the resources are usually available locally. During a State of Emergency there will be resources needed through mutual aid from one or more mutual aid regions, and perhaps the State. During federal disasters state and local resources will need to be supplemented by federal government assets. During disasters that reach the catastrophic level, some resources will be unavailable during the first two to three days, and maybe longer. Agreements for resource sharing through mutual aid may not be supported in order to protect the local public's needs.

Fairgrounds should describe how they will track their own resources during a catastrophe and how managers will address requests or demands for fairground resources. Managers will need strategies to address resource shortages through a triage methodology.

4.2 Catastrophic Events Change Resource Management Criteria

The first and foremost concern in catastrophic events is public health and safety. All other issues are subsidiary to this standard. Critical resources will have to be prioritized to ensure the public needs are addressed first, but in catastrophes this means that some of the public may not receive the same level of support as others. There is simply no way this can be avoided in a catastrophe. Fairgrounds will undoubtedly be in the middle of this triage process. The following topic areas should be included in the assumptions area of the fairground emergency plan so that everyone who reads the emergency plan understands how the fairground will manage and protect critical assets.

4.2.1 Mass Care and Shelter

Fairgrounds will be used for safe havens for people and animals during evacuations, as long as the fairground is habitable and not part of the impact zone. Fairgrounds are expected to be secondary sites for mass care and shelter beyond those designated by the American Red Cross (ARC) as primary sites, such as public schools and other pre-approved locations. In catastrophic events, when other shelters are destroyed, a fairground (even with building losses) may be a shelter site, especially when it still has resources (e.g., water, food, electricity, etc.).

Fairground managers are aware that there can be competing interests for their sites, as described in the first of the series of F&E documents in this project, "*California Fairgrounds Support of Disasters and Catastrophes.*" Every fairground emergency plan should address how

the fairground manager will ensure that no matter what interests and agreements are in place, that the need for mass care and shelter will take priority when the primary sites are full, inoperable or in some manner incapable of providing services for the public and their animals. The plan should also state the fairground's policy in support of relocation of people and animals from areas outside of the direct community, including relocation from other parts of California, other states, and even other countries in case of repatriation.

4.2.2 Water

Water is second only to oxygen for the sustaining of human and animal life. The standard rule of thumb is that healthy adults will begin to perish if they go as little as three days without fluids. That time is reduced for the very young, aged and those who are ill or medically fragile. It is also shortened in the presence of high temperatures when cooling systems have failed due to the loss of utilities.

Fairgrounds are often a source of potable water from various sources including their ready ties to public water systems, from large storage tanks onsite that are pre-treated and ready for fairground venues, and from wells the fairground uses to supplement its water use.

Fairgrounds may also be designated as points of distribution (PODS) for water that is delivered from various sources including the National Guard and from private sector grocers and bottlers. Each fairground emergency plan should describe the sources of water available from the site, the limitations of those sources, and how that water could be distributed, especially to mass care and shelter sites on the fairgrounds.

4.2.3 Food

Distribution of food stuffs are likely to be interrupted when catastrophic events disrupt distribution routes on land, rail, water and air. Just-in-time distribution has replaced the food warehousing system that was common just twenty years ago. Highly populated urban areas may have a week or less of food products for public support once the supply chain is broken. No local, state or federal supply system is capable of providing all of the food necessary to ensure all of the public will have access to even basic nutrition. The standard rule of thumb is that healthy adults can go for up to three weeks without perishing. As with water, the condition of each individual can shorten this time frame, and in this case, for infants, a much shorter timeframe would be expected.

Fairgrounds may have a substantial storage of food onsite if a major event is in progress, along with food preparation and storage capacity. This, of course, varies by each fairground. A fairground may also be designated as a food POD, especially in support of mass care and shelter on site. Each fairground emergency plan should describe its capacity for food management and the limitations of those sources, and how food products could be handled, processed and distributed, especially to mass care and shelter sites on the fairground.

4.2.4 Security

If fairgrounds become sites for care and shelter, water supply, and food distribution, then they also will need to ensure their capacity for security of people and animals and other key resources. Every fairground emergency plan should describe how areas will be secured or isolated from access including:

- Identification badges for fairground staff (to clear control points)
- Security and surveillance systems
- Fencing and locking systems
- Secured entry paths in and out of critical distribution points
- Any security staff assigned or contracted for the fairground beyond what might be provided by local or other law enforcement

4.3 Recommendations for Basics All Fairs Should Consider

One of the shortfalls F&E found in its studies for this project was the general lack of knowledge about what resources were unique and available at each fairground. Every fairground emergency plan should have a simple list or table that describes, at a minimum, the following: (Some are described in more detail in Section 5.)

- Shelter capability for people
- Shelter capability for animals
- Water access and capability
- Food storage, preparation and distribution capabilities
- Restroom and shower capacities
- Security methods used for the fairground, including isolation of areas with portable fencing
- Medical treatment capabilities and sites
- Backup power supplies and fuel storage
- Covered storage capacity (buildings with lighting, HVAC, cement/tile floors, etc.) outside of those planned for mass care
- Outside open areas suitable for staging areas and base camps
- Transportation capabilities, if any, including water, air or rail service that is near the fairground
- Designated helispots for helicopter landings at the fairgrounds
- Motor home and trailer hookup sites and capacities
- Detention capabilities for prisoners
- Temporary mortuary capabilities (stand-alone freezer storage)
- Heavy equipment availability and rates for use
- Ancillary equipment availability and rates for use (portable lighting, stages, hand tools, etc.)
- Public announcement systems and marquee signage for messages
- Satellite communications capabilities (must be currently in use)

NOTE: The list should not contain specific information about any caches of medical supplies or emergency response equipment or supplies. That information should remain secured and shared in separate, controlled documents with appropriate officials.

5. Best Practices to Implement Based On Scenarios

5.1 Prioritizing Primary Threats for Disasters and Catastrophes

At this point in planning, fairground managers should have a strong idea of their intentions to respond to catastrophic events, the kinds of threats to be managed, the resources needed to manage the impacts, and perhaps the gaps that cannot currently be met by the fairground. Each fairground manager should now be able to prioritize their efforts based on the likely threats, to organize their staff, to coordinate with local organizations, and finally to prepare, train and exercise that readiness.

5.2 Some Specific Resources Identified as Critical by Threat

During interviews with fairground managers, F&E found some resource types that were reported as particularly important for disaster response. These are worth more detailed discussion to ensure that fairgrounds have included these in their gap analysis. ***Fairgrounds should also realize that governments may, by ordinance, law or edict enforce the taking of any resource within the sphere of authority of the jurisdiction, which is deemed necessary for the immediate saving of human life and health.*** This process does require that governments reimburse the parties for the loss of use or damages to assets taken for emergency operations.

5.2.1 Portable Lighting

Little progress can be made in darkness to address catastrophic impacts. One of the lessons learned from past disasters is that robust portable lighting is a substantial advantage to timely recovery. F&E recognized this and initiated a regionalized program to share portable lighting between fairs. The program also supports regular use during normal fairground operations so the resources have multi-function capabilities. Fairgrounds should evaluate their current capabilities for lighting areas that will need support even in darkness. If agreements are in place for staging areas or base camps of first responders, fairgrounds should discuss with the agreeing parties about what lighting the organizations will bring with them. Fairgrounds may be asked to provide electrical or fuel support for the lighting sets. Another characteristic of portable lighting that is not often considered is the psychological value portable lighting provides for people forced to stay outdoors in temporary shelters, e.g., tent camps used when earthquakes have devastated standing buildings, and aftershocks threaten remaining fixed structures.

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

5.2.2 Animal Pens and Cages

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

5.2.3 Portable and Other Backup Power Supplies

Electrical utilities are likely to be lost during many types of catastrophes. Fairgrounds cannot function without power. Some have already made adjustments by installing permanent, large-scale backup generators that supply basic electrical services (but rarely for full heating and air conditioning). Many fairs have also purchased and used portable generator sets, both large and small, even when fixed generators are in place. Unfortunately, many smaller fairgrounds have no fixed generators or portable sets. F&E has addressed part of this need by initiating a new fixed back-up generator program at a few of the fairgrounds.

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

5.2.4 Kitchens—Fixed and Portable

Fairgrounds are masters of food storage, processing and distribution during the many venues held during the year. This experience and capacity can be crucial for mass care and sheltering support as well as support of first responders who were not able to bring their own kitchens. Some fairgrounds also have portable food preparation resources that are owned by the fairgrounds, as well as permanently sited portable kitchens owned by vendors. Smaller fairgrounds do not typically have portable kitchens.

Fairgrounds should address how they would manage food preparation if their own kitchens and refrigeration storage were damaged. These sources could include support from non-profit organizations that are known for their portable field kitchens, e.g., the Salvation Army. If a sister fairground has portable kitchens those resources should be evaluated as well.

5.2.5 Restrooms Including ADA Considerations

Fairgrounds provide hygiene facilities for venues with major attendance throughout the year. Restrooms and shower facilities are required to meet these needs including considerations for people with disabilities per the Americans with Disabilities Act (ADA). If these facilities are damaged the fairgrounds may not be able to support care and shelter operations or first responder staging. The fairground may also not be able to support POD operations, regardless if caches are stored onsite.

Fairground plans should address how restrooms and showers can be replaced by portable units during catastrophes. This may include the access through vendors in the area, or a distant vendor out of the region. Fairgrounds may also have access to portable units owned by sister fairgrounds that are not impacted.

5.2.6 Medical and First Aid Supplies, Including Caches

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

5.2.7 Heating and Cooling Capabilities for Human Sheltering

Fairgrounds have been tasked by the Governor, and at times local government, to provide human sheltering for the public when there is a heat wave or freeze-warning event. Officials do not always understand that many fairgrounds have no air conditioned facilities for sheltering, and in some cases very few spaces that could be easily heated for human habitation. In addition, not all fairgrounds have backup generators needed to run heating and air conditioning. Even some fairgrounds who do have backup electrical generation do not use it for heating and cooling, but rather for basic lighting, some communications systems, critical pumps and sometimes refrigeration units. Fairgrounds should clearly state in their emergency plans what resources they have for heating and cooling, including backup power connections.

6. Basic Plan Design for Fairs for Disaster/Catastrophe

6.1 Basic Plan

F&E has already listed many resources that fairground managers can use to build their own emergency plans, especially to address catastrophic events. One of the lessons learned from past events is that organizations that received pre-designed emergency plan templates, that required little more than an occasional name changes to complete them, left the receiving organization with little improvement in its disaster readiness. Fairground managers will believe in and use their emergency plans only if they have designed them to fit the specific needs of the fairground, which includes involvement by fairground staff, vendors and external reviewers. Fairground Boards should also approve the emergency plans for they have a liability for ensuring due diligence was performed in the development of emergency plans. Those reasons directed F&E to decide to provide only a skeleton outline with some annotated guidance comments that the fairground managers can use to complete plans in their own words and with their site-specific information. The guidance and directions from the other sources provide additional sources for materials that can make any emergency plan more effective. In addition, each plan should have standard operating procedures (SOP). These are brief, functional documents that direct specific actions to be taken by fairground personnel during disasters, whether a fairground support first responders or actually responds to its own damages. F&E also provided some samples of SOPs and a list of SOP topic areas fairgrounds might include, depending on their needs. This material is only provided as a sample. Each fairground manager should decide what actions their organization should focus on during and after disasters. Attachment 8 is a brief SOP example. Attachments 13-19 provide information that could be used in a Recovery SOP.

Attachment 6 is an example of a California-based EOP table of contents, followed by Attachment 7, an annotated version of the same table of contents. Attachment 7 also provides a list of some other SOPs fairgrounds could to consider for their plans.

6.1.1 Triggers for Plan Activation

Triggers are pre-defined, measurable occurrences that will “trigger” the fairground to take certain emergency measures. Triggers are proven to be valuable for several reasons, but the most important is recognition of the time to act. Triggers also inform other organizations about how a fairground will act based on a specific condition.

There are several ways to include triggers in the fairground plan. F&E recommends some form of trigger chart at the front of the emergency plan. This chart would describe the types of threat conditions that would trigger the activation of the emergency plan. This means at what point the fairground manager would become the Emergency Response Team IC or EOC Director (depending on how the fairground

establishes its emergency structure—see section 6.2). Another use of trigger charts is the development of specific charts based on a specific threat through a series of worsening conditions. Examples of these charts are provided as Attachment 9 for Plan Activation Triggers and Attachment 10 for earthquake triggers. Attachment 12, “Suggested Triggers for Requesting Fairground Use in Disasters or Catastrophes,” is also provided from previous project reports showing triggers state agencies should consider for requesting the use of a fairground.

Again, these are only samples. The exact approach and limits for actions will vary by the philosophy and experience of each fairground manager. There is no required standard for these types of action definitions. The value is, again, that decisions will not be delayed but will have to be taken based on pre-defined limits, as approved by the Fair Board. It is valuable to discuss and share triggers for your fairground with local emergency managers, sister fairgrounds, first responder organizations that have agreements to use your site, and with F&E.

6.1.2 Threat Based Guide Sheets

One type of SOP checklist is the threat guide. These are usually one-page lists of some primary actions to take by the Emergency Response Team to ensure a threat is managed effectively. Some plans include these threat sheets for even less likely events, just as a quick thumbnail guides for an Emergency Response Team. An example of one threat guide is provided as Attachment 11, “Sample Threat Guide for Earthquake.”

6.2 Designing a Fairground ICS-Based Emergency Response Team

The Incident Command System (ICS) was developed in California to organize disaster response efforts of people and resources in a field environment (at a fire scene, in a riot, at a large plane crash, etc.). The basic concept is that if everyone uses management processes, identical titles and roles, identical language, and identical methods of communicating that there would be less chaos and waste and better use of resources. ICS works. Many businesses in California also use it for their facility operations in disasters. ICS use and structure is part of SEMS. It is used specifically at incident sites where resources are used to respond and recover from disaster events.

What would ICS look like for a fairground emergency operation?

The basic ICS structure is founded on function, or “Who Does What.” Figure 8, “Fairground Basic ICS Structure,” shows the basic positions a fairground should consider. Using standard terms for positions between organizations ensures clearer and more efficient communications. This guide does not intend to provide a complete instruction on how to use and implement ICS for a fairground structure. Free courses about ICS are available online from FEMA.

What do the five basic groups do for fairground disaster and catastrophe operations?

Table 3, “Fairground ICS Roles,” gives a brief overview of the ICS primary roles. When managers organize their fairground staff, they might want to contact their local office of emergency services as a good source of information and advice. F&E recommends that all fairgrounds consider using ICS because it works.

How should a fairground pick people for ICS positions?

Larger fairgrounds may have more staff to further enhance their emergency management structure, however, most fairgrounds work with a very small staff so just filling the basics SEMS/ICS structures will be a challenge. The important thing to remember is that people assigned to a position should have position skills that match closely to those of their daily jobs

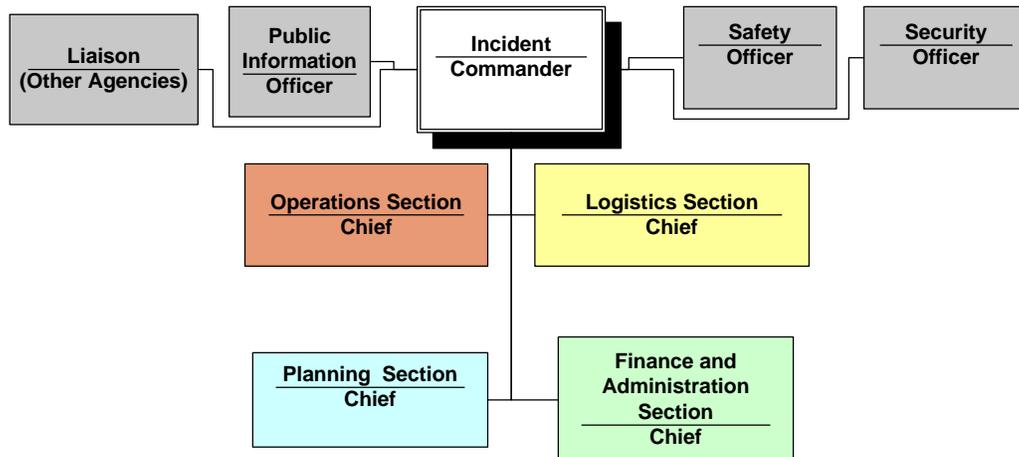
How would a fairground use ICS?

Someone must be in charge of the fairgrounds at all times during disasters—usually the fairground manager. This person would be the Incident Commander (IC) for the fairground operations. Each fairground should identify someone as the fairground IC. This is critical for communicating with fire, law enforcement and medical personnel that may arrive at your site. If you are identified as the IC, then you can talk directly with the first responder IC and get the information and support you need. Without the IC designation, you may be delayed or even unable to contact the head of the first responders at your fairground. That could delay your return to get valuable records or do initial damage assessment if the fairgrounds was damaged in the event. The IC should also establish a safe area to rally the emergency response team staff for planning, coordination, command and control. This will be the fairground Incident Command Post (ICP). If first responders arrive and establish an ICP, it may be wise to co-locate and meld into the first responder’s organization under the Operations Section.

Note that if the fairground is large enough, and well staffed enough, it may be able to establish and operate an Emergency Operations Center (EOC) (typically for only the very largest fairgrounds). If there is an EOC, then the leader of the fairground Emergency Response Team should be designated as the EOC Director. This is typical for events where first responders are not going to take over the site and fairgrounds management at a large fairground has to manage their own response and recovery operations. An EOC would remain a separate function from a first responder’s ICP at the scene.

F&E recommends that fairgrounds have an SOP checklist for each position that is designated in their Emergency Response Team, including at least the basic ICS position already described. Standardized lists, often called “job aids” are readily available online from FEMA, but fairgrounds may adjust these to the needs of their own site. F&E also recommends the use of an SOP specifically for setting up the IC or an EOC, as well as one for how to use alternate sites if the fairground is unusable. Another valuable SOP is for demobilization of Emergency Response Team staff, followed by deactivation (full closure) of the IC or EOC.

FIGURE 8
FAIRGROUND ICS BASIC STRUCTURE



Could a fairground be involved in other SEMS/ICS response structures?

The city nearest the fairground may request that a collaboration of various disciplines and jurisdictions come together to coordinate their strategies and their resources under what is termed an Area Command. The Operational Area could also form a similar structure. State and federal response organizations can also form these larger coordinating teams, but an individual fairground would be unlikely to serve within those. CDFA’s F&E might be asked, however, to represent statewide interests of all fairgrounds should state and federal responders form an Area Command.

An Area Command is defined as

An area command is established either to oversee the management of multiple incidents that are being handled by separate ICS organizations or to oversee the management of a very large incident that involves multiple ICS organizations. It is important to note that Area Command does not have operational responsibilities. For incidents under its authority, the Area Command:

- Sets overall agency incident-related priorities;
- Allocates critical resources according to established priorities;
- Ensures that incidents are managed properly;
- Ensures effective communications;
- Ensures that incident management objectives are met and do not conflict with each other or with agency policies;
- Identifies critical resource needs and reports them to the Emergency Operations Center(s);
- Ensures that short-term emergency recovery is coordinated to assist in the transition to full recovery operations; and
- Provides for personnel accountability and a safe operating environment.

TABLE 3
FAIRGROUND ICS ROLES

ICS FUNCTION	ROLE	STAFFING
MANAGEMENT (Including Officers of Safety, Security, Public Information, and Liaison)	Oversight of decisions for protecting staff and assets. Ensuring other staffs in functional sections have the support they need. Key role in coordination with local government, first responders on site, media, Fair Board, F&E and any other external stakeholders.	Fairground Manager or Assistant Manager
OPERATIONS SECTION	Takes actions to protect and prepare assets and restore operations including: evacuation, utility shut-off, security, coordination with local first responders, and requests for resources for recovery from other fairgrounds or local government organizations.	Fairground Assistant Manager or Facilities Supervisor
PLANS SECTION	Gathers information important for Operations Section and Management decision making including: damage reports, weather, disaster information, warnings from government, data reported by F&E and Cal EMA, planning for next 24-36 hours for the fairground response or recovery, writing reports about response actions and current status including Damage Estimate Reports to go to F&E and local emergency services. Also track and sort records used during the event for filing.	Office Management Supervisor
LOGISTICS SECTION	Acquires resources requested by Operations. Ensure staffing is provided to support the ICP or EOC. Assesses where shortfalls might be in equipment, supplies, transportation, utilities, etc. and finds ways to acquire them, should they be needed. Tracks the status of all requested resources to know who providing, status during delivery, when they arrive and who received resources, as well as the resource return.	Purchasing or Ordering staff
FINANCE and ADMINISTRATION	Tracks all costs for staff time, costs of purchases for response and recovery, and assists with recovery planning such as insurance claims and contact with the CFSA and SBA, if necessary. Becomes master keeper of all completed Damage Estimate Reports and fund allocation requests from State/FEMA.	Bookkeeper or Admin Support

6.3 Reporting and Tracking Fairground Support Operations

Every fairground should establish a consistent method for recording its actions and providing reports about its actions to other key stakeholders. Local governments in California share information about disaster operations with state and federal agencies through the Internet-based Response Information Management System (RIMS). F&E recommends sharing fairground situation reports, especially Initial Damage Estimate forms, with local government Operational Area (OA) EOCs. F&E should also receive similar reports at least daily whenever a fairground emergency plan is activated, or a fairground is making its resources available to any emergency response organization.

There are software programs available to support emergency operations to help maintain consistent and auditable cost records for the later purpose of cost recoupment in the case of States of Emergency or federal disasters. F&E is not currently recommending any particular vendor for this purpose, but the larger fairgrounds may find it valuable to use software similar to those used by their local government to allow ready sharing of data across the Internet.

Keeping accurate records is also important for legal reasons including proof of actions by the fairground management to protect the health and safety of any public on site when an event occurs.

6.4 Making Recovery a Major Planning Effort

F&E found in its surveys that fairgrounds had missed opportunities to recapture emergency costs on a number of occasions. One of the missed opportunities occurred when large venues were interrupted but the fairground did not have business interruption insurance for that venue, which is readily available at reasonable cost from CFSA. In other cases, fairground managers were not aware of the processes for applying for state or federal funding, depending on the type of event the fairground supported, or if the fairground acquired its own losses. Attachments 13-19 provides initial guidance for fairgrounds to attempt to recover these costs in the future. A recovery funding flowchart for federal disasters is provided as Attachment 17.

By no means is the process simple or easy. In fact, it is recommended that fairgrounds work through their local government emergency management agency as soon as possible to inquire about recovering costs, even while response is in progress. California emergency managers have followed the standard for decades that recovery starts even before response ends, and that critical records for personnel hours (above and beyond their normal work schedules) must be recorded immediately and consistently throughout the process of response.

The finance officer for each fairground should have a recovery SOP, with forms and applications, ready to use as soon as the emergency plan is activated. The finance officer should also understand what allowances for costs are present and available through any agreement with response

organizations for use of the fairgrounds, e.g., the Fire Management Assistance Grants (FMAG).

Fairgrounds should include actions that will direct their finance officers (whether they are serving in their daily job, or as a Finance and Administration Chief in the ICP or EOC) to contact local government finance officers regarding meetings about recovery costs so that no opportunity is missed to define deadlines, attend key meetings with state and federal officials, and to acquire the latest policies and forms to be used for applications.

6.5 Maintenance of Preparedness

Every emergency plan must contain specific policies and supporting SOPs for maintaining the fairground readiness program. This includes assignment by position for ensuring that the following are kept current:

- The Basic Plan and the SOPs
- Training for all fairground staff assigned to emergency positions
- Response equipment and facilities (this includes communications devices, portable lights and generators, personal protective equipment, etc.)
- Agreements with response organizations and vendors
- Drills and exercises to further train and test the Emergency Response Team

Emergency plans should include an annual and five-year schedule that shows which items are completed through a cycle of maintenance.

7. ATTACHMENTS

1. Map of California Fairgrounds
2. Fairground Connections During Major Disasters
3. Cal EMA SEMS/NIMS Compliance Crosswalk
4. CSFA Fairgrounds Emergency Planning Guide (front page graphic)
5. Michigan Fairground Emergency Plan Guide
6. Sample Basic Plan and SOPs Template
7. Annotated Sample Basic Plan and SOPs Template
8. Sample SOP
9. Sample of Plan Activation Triggers
10. Sample Trigger Chart for an Earthquake
11. Sample Threat Guide for Earthquakes
12. Suggested Triggers for Requesting Fairground Use in Disasters or Catastrophes
13. Quick Recovery Guide (Sample SOP)
14. Fairground Recovery Sources
15. Public Assistance for California Fairgrounds
16. The State of California Recovery Reimbursement Process When There is Only a State of Emergency
17. Federal Recovery Funding Flow Chart
18. FEMA Application Forms Fairgrounds May Need
19. Recovery Terminology Definitions
20. References

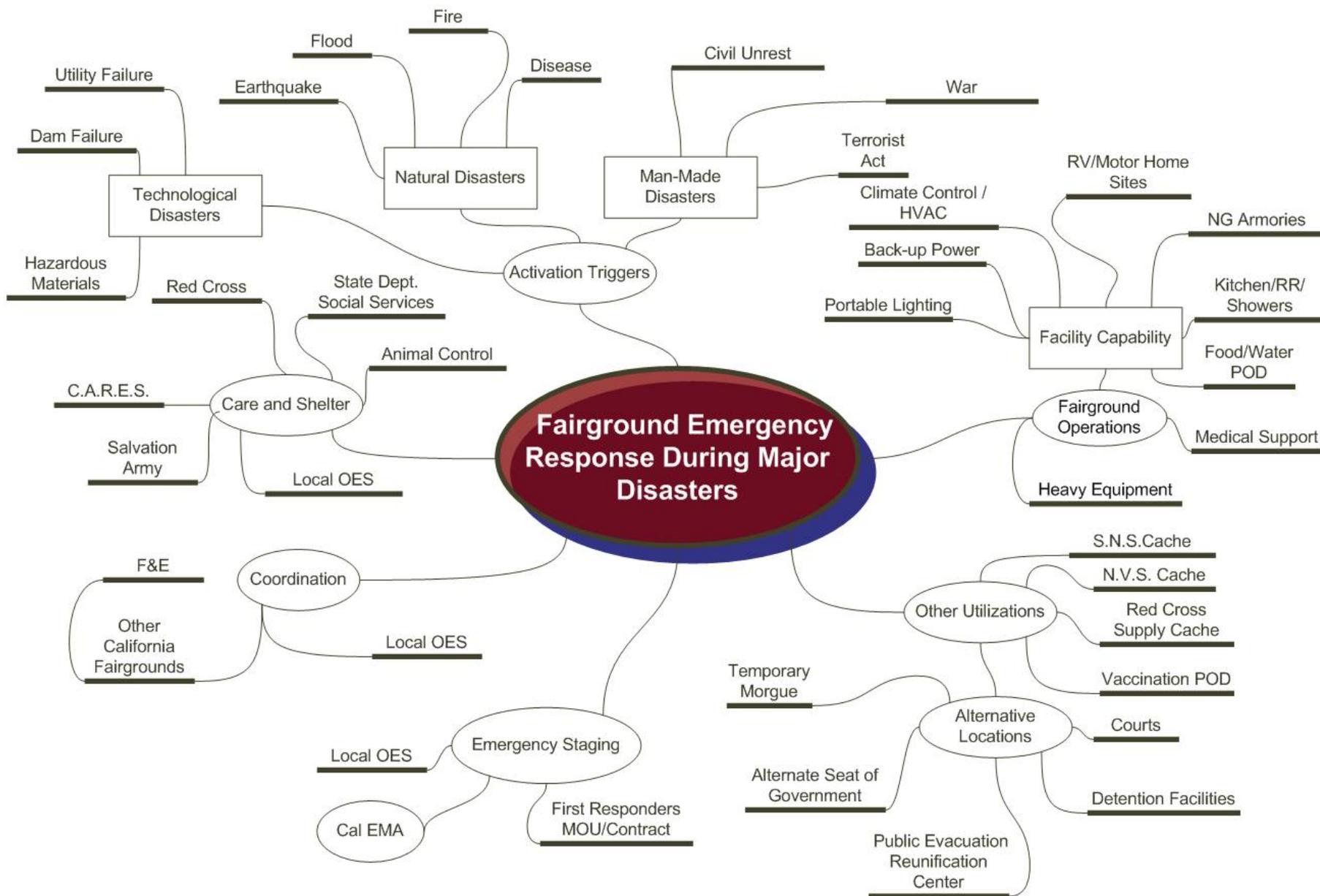
ATTACHMENT 1

MAP OF CALIFORNIA FAIRGROUNDS



ATTACHMENT 2

FAIRGROUND CONNECTIONS DURING MAJOR DISASTERS



ATTACHMENT 3

CAL EMA SEMS/NIMS COMPLIANCE CROSSWALK

Purpose: This emergency plan review crosswalk is a quick reference for determining whether an emergency plan has addressed critical elements of California's Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS). This crosswalk serves as general guidance for Emergency Operations Plan (EOP) review and may not be "all inclusive".

**NIMS
Requirement
for EOPs:**

Each jurisdiction develops an EOP that defines the scope of preparedness and incident management activities necessary for that jurisdiction. The EOP should also describe organizational structures, roles and responsibilities, policies, and protocols for providing emergency support. The EOP facilitates response and short-term recovery activities (which set the stage for successful long-term recovery). It should drive decisions on long-term prevention and mitigation efforts or risk-based preparedness measures directed at specific hazards. An EOP should be flexible enough for use in all emergencies. A complete EOP should describe the purpose of the plan, situation and assumptions, concept of operations, organization and assignment of responsibilities, administration and logistics, plan development and maintenance, and authorities and references. It should also contain functional annexes, hazard-specific appendices, and a glossary. EOPs should pre-designate jurisdictional and/or functional area representatives to the IC or UC whenever possible to facilitate responsive and collaborative incident management. While the preparedness of the public is generally beyond the scope of the NIMS, EOPs should also include pre-incident and post-incident public awareness, education, and communications plans and protocols. (<http://www.fema.gov/nimcast>)

Instructions: For each element described below, please enter the location in the plan where the element is described (page number, chapter, section, paragraph, etc.). If this element is not applicable to your plan, list it as such. If the element is contained in another document, list the name of the document as appropriate. If the element is in multiple sections or on multiple pages, please so indicate. A completed copy of this crosswalk should accompany each local EOP submitted to the OES regional office for review.

Note: Each element is identified as a SEMS EOP Element or a NIMS EOP Element. *NIMS EOP Elements are indicated in Italics.*

Emergency Operations Plan Crosswalk Element	Where Located	Reviewer Comment or Initials
FOREWORD SECTION		
1. Foreword/Preface/Introduction: Provides a foreword, preface or introduction that explains why the plan was developed and how the plan is to be used (SEMS EOP Element). <i>This section should describe that the plan is flexible enough to use in all emergencies and will facilitate response and short-term recovery activities (NIMS EOP Element).</i>		
2. Plan Concurrence: Provides evidence that the assigned emergency agencies are in agreement with how the plan describes their tasks. This may be in the form of a letter of concurrence or a sign-off sheet (SEMS EOP Element).		
3. Letter of Approval: Provides evidence of a dated letter of promulgation or resolution from the governing board (SEMS EOP Element).		
PART I: BASIC PLAN		
4. Table of Contents: Listing of where significant parts of the plan are located by page number and subsection of the plan (SEMS EOP Element).		
5. Purpose: <i>Describes the EOP purpose (NIMS EOP Element).</i>		
6. Scope: <i>Defines the scope of preparedness and incident management activities necessary for the jurisdiction (NIMS EOP Element).</i>		
7. Authorities and References: <i>Describes the EOP authorities and references (NIMS EOP Element).</i> Provides authorities for the plan and its development. Identifies the references used in developing the plan (SEMS EOP Elements).		
8. Situation and Assumptions: <i>Describes the EOP situation and assumptions (NIMS EOP Element).</i> Summarizes the Jurisdictional Hazard Analysis. Includes a description of potential hazards. This could be in a narrative with maps, schematic, or matrix indicating severity potential, affected population estimates, frequency, and geographical characteristics of the jurisdiction. This and other relevant information should be included to provide a rationale for prioritizing emergency preparedness actions for specific hazards (SEMS EOP Element).		
9. Organization, Roles and Responsibilities: <i>Describes organizational structures, roles and responsibilities, policies, and protocols for providing emergency support (NIMS EOP Element).</i>		
10. Standardized Emergency Management System (SEMS) based Emergency Organization: Identifies agency roles and responsibilities during disaster situation, include an emergency organization chart. Indicate how the jurisdiction fulfills the five SEMS sections (Management, Planning, Operations, Logistics, Finance and Administration) (SEMS EOP Element).		
11. Emergency Operations Center Organization Describes the roles and responsibilities of agencies and departments in the EOC, including who is responsible for ensuring the readiness of the EOC (SEMS EOP Element).		
12. Involvement of special districts, private and non-profit agencies. Identifies emergency responsibilities of special districts, private and volunteer agencies, and their roles in the EOC, REOC, Incident Command Post, or other emergency facility (SEMS EOP Element).		

Emergency Operations Plan Crosswalk Element	Where Located	Reviewer Comment or Initials
13. Essential Facilities-Primary and Alternate EOC. Indicates the location of both the primary and alternate EOC and what conditions would cause the alternate EOC to be activated (SEMS EOP Element).		
14. Essential Facilities-Activation/Deactivation of EOC. Indicates how, when, and by whom, the Emergency Operations Center will be activated and deactivated (SEMS EOP Element).		
15. Essential Facilities-Alternate Government Facilities. Indicates an alternate seat of government to serve as government offices for performing day-to-day functions and a facility that could serve as an alternate emergency operations center (EOC) (SEMS EOP Element).		
16. Essential Facilities-Americans with Disabilities Act. Identifies how shelter facilities, evacuation/movement, warning, etc. procedures accommodate the provisions of the Americans with Disabilities Act (SEMS EOP Element).		
17. Continuity of Government. Provides persons by position to succeed key government officials and members of the emergency management organization. Also indicates the level and duration of authority these individuals would assume (Gov. Code Sec. 8560) (SEMS EOP Element).		
18. Vital Record Retention. Indicates how vital records are to be protected in the event of a disaster. Most data storage systems have a back-up system. Identify the system, archiving schedules, and who has responsibility for its maintenance (SEMS EOP Element).		
19. Concept of Operations. Describes the EOP concept of operations (NIMS EOP Element). Includes the principles and methods used to carry out emergency operations, including the provision of emergency services by government agencies (Gov. Code Sec. 8560).		
20. Notification and Mobilization. Describes how resources are mobilized and managed (Gov. Code Sec. 8560). Includes methods to contact emergency response personnel during normal and after-hours. This may be in the form of an alert list (SEMS EOP Format).		
21. SEMS Coordination Levels. Indicates how the jurisdiction coordinates between the different SEMS levels (field, local, operational areas, region, state), how information is exchanged, how and when multi/inter-agency coordination and unified command are used. The Operational Area agreement should also be referenced; and the plan should indicate who performs the Operational Area responsibilities (SEMS EOP Element).		
22. Incident Command System (ICS). Indicates how ICS will be used in the field. This should include the interface between the field Incident Command Post and the EOC. It should also indicate methods of integrating state and federal field activities into local emergency management operations (SEMS EOP Element). <i>Predesignates jurisdictional and/or functional area representatives to the IC or UC whenever possible (NIMS EOP Element).</i>		
23. Field/EOC Communications and Coordination. Indicates how the EOC will coordinate and communicate with field units, operational areas, regions, and other entities, including the use of the Response Information Management System (SEMS EOP Element).		
24. Field/EOC Direction and Control Interface. Describes the direction and control relationship between the field responders (ICS) and the EOC. This should include reporting pertinent information (SEMS EOP Element).		
25. Field coordination with Department Operations Centers (DOCs) and EOCs. Includes the use and coordination of DOCs and how they fit into the emergency management organization (SEMS EOP Element).		

Emergency Operations Plan Crosswalk Element	Where Located	Reviewer Comment or Initials
26. Mutual Aid. Includes a general description of mutual aid system and processes (Gov. Code Sec. 8560) (SEMS EOP Element).		
27. Emergency Declarations. Indicates the purpose and process of emergency declarations (include samples) (SEMS EOP Element).		
28. Public Information: Includes pre-incident and post-incident public awareness, education, and communications plans and protocols (NIMS EOP Element). (Gov. Code Sec. 8560)		
29. Recovery Overview. Includes a general recovery concept of operations (SEMS EOP Element).		
30. Recovery Organization. Provides a description of the recovery organization along with a diagram (SEMS EOP Element).		
31. Recovery Damage Assessment. Describes the damage assessment organization and responsibilities (SEMS EOP Element).		
32. Recovery Documentation. Describes the documentation process (SEMS EOP Element).		
33. Recovery After-action Reports. Includes the OES After-Action Questionnaire (SEMS EOP Element).		
34. Recovery Disaster Assistance. Describes the different programs, their purpose, restrictions, and application process. Include Public Assistance, Individual Assistance, and Hazard Mitigation Grant programs (SEMS EOP Element).		
35. Administration and Logistics. Describes the administration and logistics of the EOP (NIMS EOP Element).		
36. Emergency Plan Maintenance and Distribution. Describes EOP development and maintenance (NIMS EOP Element). Who maintains the emergency plan? What is the process? Details schedules for modifications, revision list, distribution list, and who has responsibility for ensuring the plan is kept up-to-date (SEMS EOP Element).		
37. Standard Operating Procedures (SOP) Development. Ensures emergency response agencies develop and maintain SOPs. Indicate in the plan the relationship and purpose of SOPs to the plan (SEMS EOP Element).		
38. Training and Exercises. Describes the training and exercise programs for the jurisdiction, including who has personal responsibility for the programs. Training should include EOP orientation, SEMS training, a full-scale exercise, and other training as deemed necessary (SEMS EOP Element).		
PART II: FUNCTIONAL ANNEXES		
39. Functional Annexes. Contains functional annexes (NIMS EOP Element). Suggested annexes should address the five emergency management functions. They may be as simple as a checklist or as complex as to include function-based concepts of operation.		
40. Management Section. Should include the following activities and responsibilities (SEMS EOP Element): <ul style="list-style-type: none"> • Overall EOC management • Public Information assignment • Identification of a media center • Rumor control • Public inquires • Provision for public safety communications and policy • Identification of a Safety Officer 		

Emergency Operations Plan Crosswalk Element	Where Located	Reviewer Comment or Initials
<ul style="list-style-type: none"> • Facility security • Agency liaison • State/federal field activity coordination 		
<p>41. Operations Section. Should include the following activities and responsibilities (SEMS EOP Element):</p> <ul style="list-style-type: none"> • General warning • Special population warning • Authority to activate Emergency Alert System • Inmate evacuation • Traffic direction and control • Debris removal • Evacuation • Evacuation and care for pets and livestock • Access control • Hazardous materials management • Coroner operations • Emergency medical care • Transportation management • Crisis counseling for emergency responders • Urban search and rescue • Disease prevention and control • Utility restoration • Flood operations • Initial damage assessments • Safety assessments • Shelter and feeding operations • Emergency food and water distribution 		
<p>42. Planning/Intelligence Section. Should include the following activities and responsibilities (SEMS EOP Element):</p> <ul style="list-style-type: none"> • Situation status • Situation analysis • Information display • Documentation • Advance planning • Technical services • Action planning • Demobilization 		
<p>43. Logistics Section. Should include the following activities and responsibilities (SEMS EOP Element):</p> <ul style="list-style-type: none"> • Field incident support • Communications support • Transportation support • Personnel • Supply and procurement • Resource tracking • Sanitation services • Computer support 		

Emergency Operations Plan Crosswalk Element	Where Located	Reviewer Comment or Initials
<p>44. Finance/Administration Section. Should include the following activities and responsibilities (SEMS EOP Element):</p> <ul style="list-style-type: none"> • Fiscal management • Time-keeping • Purchasing • Compensation and claims • Cost recovery • Travel request, forms, claims 		
<p>PART III: APPENDICES</p>		
<p>45. Appendices. Contains hazard-specific appendices (NIMS EOP Element).</p>		
<p>46. Hazardous Materials. Incorporates or references the Hazardous Materials Area Plan requirements into the emergency plan. (SEMS EOP Element).</p>		
<p>47. Dams. If there are dams in the area, the plan should have, or reference inundation maps that indicate what areas could flood, the time the flood wave arrives at specific locations and when the water will recede. Operational information necessary to carry-out an evacuation of all potentially flooded areas should be indicated for each dam. This information required for each dam should include shelter locations, location of critical facilities such as government center hospitals, nursing homes, schools, day care centers, etc. Each dam evacuation plan should also indicate other facilities with large concentrations of disabled persons or persons that lack their own transportation, or requiring special assistance (SEMS EOP Element).</p>		
<p>48. Other Hazards Specific to the Jurisdiction. The threat of domestic terrorism has gained the interest of emergency managers in recent years. Most of the State is prone to damages from earthquakes. Some coastal jurisdictions could be affected by tsunamis. Some alpine areas of the State are prone to avalanches and some to volcanic activity. The EOP should address response activities that are specific to all hazards that pose a threat to the jurisdiction (SEMS EOP Element).</p>		
<p>49. Glossary of Terms. Contains a glossary of terms (NIMS EOP Element). Provide a glossary that includes all the terms used throughout the plan (SEMS EOP Element).</p>		
<p>50. Resources. Identifies sources for materials and supplies internally and externally (SEMS EOP Element).</p>		
<p>51. Contact List. Includes a list of agencies and personnel not internal to the organization but critical to emergency operations (SEMS EOP Element).</p>		
<p>52. Supporting Documentation. Includes material necessary to self-certify compliance with SEMS. This should include evidence of training, planning, exercises, and performance (SEMS EOP Element).</p>		

ATTACHMENT 4

CFSA FAIRGROUNDS EMERGENCY PLANNING GUIDE

FAIRGROUNDS EMERGENCY PLANNING GUIDE

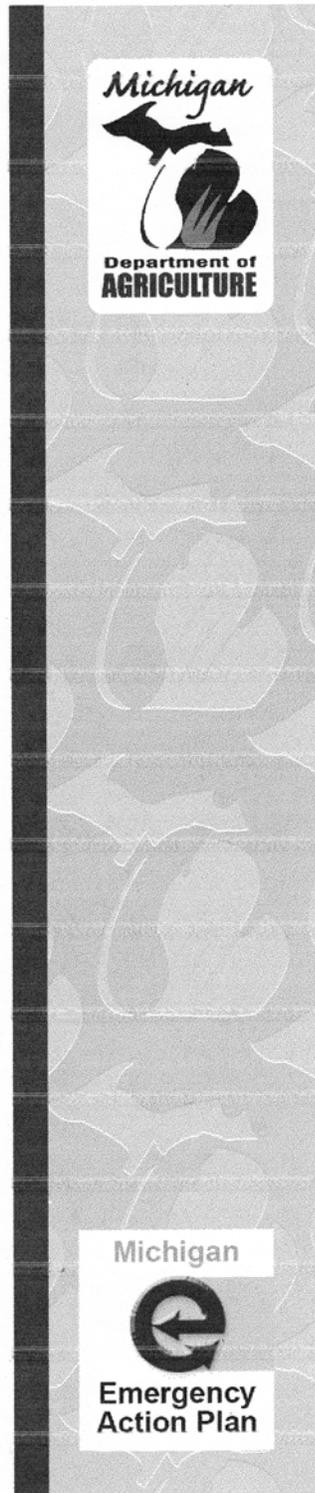


***TOM ALLEN – SAFETY MANAGER
TOM AMBERSON – SAFETY DEPARTMENT SUPERVISOR
CFSA SAFETY DEPARTMENT***

***Laurie Giannini
Facility Marketing Director
Calaveras County Fair***

ATTACHMENT 5

MICHIGAN FAIRGROUND EMERGENCY PLAN GUIDE



Michigan Department of Agriculture

Fairgrounds Emergency Plans January 2008

Brad Deacon

Emergency Management Coordinator
Michigan Department of Agriculture

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www.michigan.gov/mda

Integrates with local plans

Local emergency response plans are developed under the direction of the Michigan Emergency Management Act (Act) (1976 PA 390, MCL 30.401 et seq.) The Act requires the development and maintenance of the Michigan Emergency Management Plan (MEMP), which is a comprehensive, all hazards document that encompasses mitigation, preparedness, response, and recovery for the state. The MEMP is maintained by the Michigan State Police, Emergency Management and Homeland Security Division, and is updated on a regular basis.

The Act also requires every county and some cities to have a designated emergency management coordinator. These individuals help with planning and preparedness at the local level, as well as response to emergencies of all natures. They have developed locally based plans that integrate with the MEMP and outline how responses to events should be organized.

An emergency response plan for a fair, exhibition, or fairground must fit into the structure of the local plan to be successful. For example, if the fairground's emergency evacuation plan conflicts with the city or county's plan, then the public's safety may be at risk during an evacuation because of inconsistent or conflicting orders. Similarly, if the local jurisdiction's emergency plan calls for using the fairgrounds and its facilities in some circumstances, but the plan does not address how the response would move forward if the fairgrounds are occupied, then the local jurisdiction's plan may not be complete.

The Fair and Fairgrounds may already be mentioned in the local unit of government's emergency plans. As large public events, fairs are recognized as locations where emergency responses, including evacuation, may have to take place. Fairgrounds are also referenced in some local emergency plans as staging areas because in many cases, they have fences, large open areas, and multi-purpose buildings. These capabilities can make fairgrounds ideal operational bases – but only if the local emergency planners and the fair's leadership have been working together. Buildings may be full of winter storage or without heat and water during winter months, or on any given day may be occupied by any number of non-fair activities. By working together with local emergency planners, the community's and the fairground's emergency plans will be greatly strengthened.

Collaborative — written with input from many disciplines

To be effective, an emergency plan cannot be written by one person and then put in a binder on a shelf. Developing a strong plan takes cooperation from a wide variety of sources, all of whom have different expertise and viewpoints. Though a collaborative working group may be more difficult to organize and may take

longer to develop a final product, together a variety of disciplines will build a stronger plan that addresses more issues more thoroughly.

Human health, animal health, law enforcement, public safety, environmental concerns, and many other disciplines may all be necessary, each adding a different and valuable voice. Vendors and exhibitors may have unique concerns that are quite different than those of emergency response or the public during an emergency. Also, since emergency issues are often related with injuries and economic losses, both the legal and insurance viewpoints should be considered. While it may seem daunting to assemble every possible expertise at once, each update of a plan is an opportunity to add and develop new partnerships and address new concerns. The ultimate goal is a plan that helps protect the public's health and safety.

Known and Used

A successful plan is a plan that key people know. First, fairgrounds staff and volunteers should know that the plan exists, what its key components are, and where it is. Again, if only one person has developed the plan, knows what's in it and where it is, then the plan can't and won't be very useful when needed most. Ideally, a key group of staff and volunteers have helped to develop the plan, and in the process learned the key components. During the crisis is not the time to be looking for the plan or reading it for the first time.

The plan should also be used. It should be flexible enough to address what roles need to be filled and what duties need to be completed in events from small to large, and can be used in any situation. The plan should be used during training sessions for staff and volunteers, during special exercises developed to test the plan, and during real life events. In each of those cases, comments and issues raised should be captured and worked in to improving the plan for the future.

However, keep in mind that some portions of an emergency response plan are sensitive and should not be distributed freely or widely. For example, items like specific security measures and 24-hour personal contact information should not be posted openly on the internet or shared indiscriminately. You may wish to consider having different versions—the more detailed version in a secured location, and a streamlined version that can be distributed. Also, since a detailed plan that encompasses many hazards might be a lengthy document, you may wish to have a simplified version that is quickly readable and understandable.

Also, keep in mind that the many varied activities that can take place on the fairgrounds during the course of the year bring special challenges. Fair staff and volunteers may know about the plan, but key participants from non-fair events may need training on what to do during emergencies. Use of gates and buildings may also differ significantly with non-fair events.

Plan Components

The following pages contain a list (by no means complete) of areas and issues that a plan should consider.

T A B L E O F C O N T E N T S

ACRONYMS AND ABBREVIATIONS

1.0 INTRODUCTION

- 1.1 Purpose Statement (What is the goal?)
- 1.2 Scope (What is included? What areas are not addressed in this plan?)

2.0 INDIVIDUALS & AGENCIES RESPONSIBILITIES

- 2.1 Primary (Who are the main people and agencies responsible for the various activities at the Fair and on the fairgrounds during non-fair activities? Who do you expect will respond to certain events? Which agencies at the local, state, and possibly federal levels of government are responsible for certain areas? What nongovernmental groups are responsible for certain activities? What about on the grounds during non-fair events and when the fairgrounds are empty?)
- 2.2 Support (Which people and agencies are needed to support and assist as a back-up, with both regular events and unexpected events? Are there resources in neighboring communities you might need?)

3.0 PLANNING ASSUMPTIONS

- 3.1 Legal Considerations (What are the key laws you operate under? Where is and who has the legal authority to make important decisions, especially the decisions most likely to be needed in an emergency? For example: who has authority over the budget, including buying equipment or supplies quickly to deal with a situation? Who has authority when it comes to public safety, including violent altercations or threats of violence? Who has jurisdiction over public health or animal care matters?)

- 3.2 Key Areas — Physical, Cultural, and Environmental Features (What are some of the baselines of the facility? Is the water supply from a well or from a municipality? What are the conditions and capabilities of the buildings on the fairgrounds? What levels of physical security including fences, gates, and locks currently exist? How close are areas of concern, including rail lines, power substations, waterways, chemical storage, manufacturing, transportation, and population centers? What kinds and numbers of people are at the facility? Where are the shelters, and evacuation routes?)

- 3.3 Risks, Vulnerabilities, and Likely Scenarios (What types of emergencies should be included in planning? This encompasses the period during the fair as well as non-fair events, and times when the grounds and buildings are closed)-
 - 3.3.1 Weather (Lightning, Hail, Tornadoes, Excessive Rain, Excessive Heat, Snowstorms and Snow Accumulation)

 - 3.3.2 Physical Catastrophe (On site - building fire, equipment malfunction, ride or building collapse, flooding, hazardous materials release, loss of electricity and/or water. Off site — chemical releases, fires, public disturbances).

 - 3.3.3 Disease & Contamination (Human health, food safety, animal disease outbreaks and transmission, intentional contamination)

 - 3.3.4 Other Concerns (Human injuries, loose animals, injured animals, lost visitors, protestors, crowd panic, bomb threats, theft)

4.0 CONCEPT OF OPERATIONS

- 4.1 General (The framework for the actions that will take place during the response to an incident. Who determines when the response plan gets activated? What actions are needed and in what order? Who oversees and is responsible?)

- 4.2 Notification & Communications (How is information shared? This includes physical issues — is there a public address system; do staff, key volunteers, and key vendors have radios, telephones, etc.

What are the contingencies if there is no electricity? Can key staff be reached quickly to take action, and can the public be alerted in an effective and efficient manner? It also includes procedural and structured decision making — who has responsibility to call/contact various people on and off site? Do those people have the training and knowledge to complete the tasks?)

4.3 Public Information (Who speaks for the organization, especially when some key staff are involved in the immediate response? Who speaks to the media, answers their questions and puts out official statements? How are messages developed, approved, and disseminated, including the physical components of writing, printing, faxing, etc?)

4.4 Response (What physical items are necessary for a response, including first aid kits, livestock chutes and gates, etc.? What types of responders are necessary, and what levels of training do they have? What skills and equipment are available from fair/event staff and volunteers, and what skills and equipment are available locally, and at the state or federal level? Can you accommodate special needs populations, including the elderly and disabled? What does a National Weather Service Severe Thunderstorm Watch trigger? A Severe Thunderstorm Warning?)

4.5 Recovery (How do you get back to normal? What are the key steps that, if taken quickly, will help to reduce the time it takes to recover, both physically and culturally? What will it take to regain the public's confidence?)

5.0 REVIEW AND UPDATE (How often is the plan reviewed and updated, and who ensures it gets updated? Who makes the new copies and collects the old copies? Who organizes the training on the updates and training on the plan for new staff and volunteers?)

6.0 APPROVAL (Who has responsibility to evaluate and approve the plan?)

7.0 APPENDICES (Can include a wide range of items, including):

- A. 24x7 Contact information for:
 - 1. Fair Board
 - 2. Fair Staff
 - 3. Key volunteers
 - 4. Utility Contacts
 - 5. Law Enforcement and Security Services
 - 6. Fire, Hazardous Materials Experts
 - 7. Emergency Medical Services and Hospitals
 - 8. Local Health Department
 - 9. Local Emergency Management & Preparedness
 - 10. Veterinary expertise
 - 11. Insurance and Legal assistance
 - 12. Area Road Commission
 - 13. Relevant State entities (State Police, Departments of Agriculture, Community Health, Environmental Quality, other Licensing and Regulatory agencies).
- B. Maps of the Fairgrounds, and maps of the immediate surrounding area. Includes identified areas and back-up areas for staging, operations, accessibility, securable areas. Locations of water valves, fuse boxes, electrical panels, etc.
- C. Directions for Operating P.A. System, and other important instructions (including radio procedures, how to change voicemail recording, where to find keys, etc).
- D. Where your operations center/command center will be located, and who is needed in it.
- E. Public Education Messages (possible examples that could be used as a draft template to speed up response).
- F. Animal Care Resources (Feed, Bedding, and Confinement)
- G. Guidelines for Handling Horse, Cattle and Other Livestock During Emergencies
- H. Public Health Resources
- I. Veterinary Resources, including bio-security
- J. Volunteer Resources

ATTACHMENT 6

SAMPLE BASIC PLAN AND SOPS TEMPLATE

Part 1 Basic Plan

I. GENERAL INFORMATION

- A. Foreword**
- B. Purpose**
- C. Scope**

II. AUTHORITIES

- A. Federal**
- B. State**
- C. Local**

III. FAIRGROUND EMERGENCY MANAGEMENT ORGANIZATION

IV. OVERALL CONCEPT OF OPERATIONS

- A. General**
- B. Emergency Phases**
- C. Preparedness Phase**
- D. Response Phase**
- E. Recovery Phase**
- F. Mitigation Phase**

V. STANDARDIZED EMERGENCY MANAGEMENT SYSTEM (SEMS) and NIMS

- A. Purpose**
- B. Incident Command System (ICS)**
 - 1. General
 - 2. Functions
 - 3. Principles
 - 4. Components
- C. Mutual Aid System**
- D. Multi-Agency Coordination**
- E. SEMS Functions**
- F. Coordination with Various Levels Of Government, non-profits, and the private sector**

VI. All-HAZARDS ANALYSIS

- A. General Fairground Description**
- B. Fairground Threat Assessment**
- C. Natural Hazard Threats of Concern**
 - 1. Wildland Fires
 - 2. Floods
 - 3. Earthquakes
 - 4. Extreme Weather/Storm Emergencies
 - 5. Unstable Slopes: Landslides and Avalanches
 - 6. Freezes
 - 7. Disease Outbreak

D. Technological Hazard Threats of Concerns

1. Hazardous Materials
2. Transportation Emergencies and Multi-Casualty Accidents (MCI)
3. Airplane Crash
4. Dam Failure

E. Human-Based Hazard Threats of Concern

1. Civil Disturbance
2. Terrorism
3. Workplace Violence

F. Infrastructure Vulnerabilities

1. Critical Infrastructure Facilities Vulnerable to Threats
2. Anticipated Damage
3. Considerations for Large Public Gatherings

VII. CONTINUITY OF GOVERNMENT (COG)

A. Introduction

B. Lines of Succession of Fairground Management

C. Reconstitution of the Fairground Governing Body

D. Alternate Fairground Site of Operations

E. Protection of Vital Records

F. Continuity of Operations (COOP)

G. Continuity of Emergency Operations

H. Mitigation

VIII. PUBLIC AWARENESS AND EDUCATION

IX. EMERGENCY PROGRAM MANAGEMENT

A. Emergency Operations Plan Modifications

B. Training and Exercising

C. SEMS/NIMS Compliance and Documentation

X. PROGRAM CONCURRENCE

TABLE 1	History of Fairground Emergency Operations
TABLE 2	Emergency Organization Functional Matrix
TABLE 3	Fairground Vital Record Storage
DIAGRAM 1	Fairground Emergency Organization
DIAGRAM 2	Mutual Aid Process: General Flow of Requests and Resources
DIAGRAM 3	Coordination with Other SEMS Levels
MAP 1	State Emergency Management Agency Region Map
MAP 2	Fairground Map with Pre-designated Use Areas for Emergency Response
MAP 3	Fairground Current Hazards of Concern
MAP 4	Severe Fire High Hazard Areas Nearby
MAP 5	Histories of Major Fires in Fairground
MAP 6	Local Fault Zone Map
MAP 7	Flood Zone Map for Fairground
MAP 8	Communication Systems of Fairground
MAP 9	Fairground Location with Nearby Transportation Systems

Standard Operating Procedures (varies by the needs of each fairground)

ATTACHMENT 7

ANNOTATED SAMPLE BASIC PLAN AND SOPS TEMPLATE

Part 1 Basic Plan

I. GENERAL INFORMATION

Foreword

This part of the Plan provides administrative details about the review, development, approval, release, distribution and control of the plan, as well as the Table of Contents and Acronyms. This section is designed to meet the needs of the organization. A more in-depth explanation of the foreword materials is provided at the end of this annotated outline.

Purpose

Describe why the Plan and the emergency program was designed and developed including the fairgrounds intent if the Plan is used to address emergencies, disasters and catastrophe. This section may include specific materials about the organization's vision, mission, goals and objectives. This is the core of the fairground's intent.

Scope

Describe the target of the Plan and program: who is to use it, when, and under what authority. Also, add what the limits are of the use, including if others have copies, the limits of the fairground sphere of influence and limits of fairgrounds authorities. This section may also include the "assumptions" the fairgrounds has made about its emergency operations, e.g., "The fairground assumes that local government mutual aid can be provided, if available, when fairground assets are exceeded during emergency response."

II. AUTHORITIES

These are specific citation of laws, regulations and ordinances that state specific authorities that give the fairgrounds powers to act in emergencies and disasters, and the powers and authorities of others during those events that may impact the fairgrounds. If there are concerns about whether the correct documents are listed it can be helpful to contact the local government emergency manager to get an electronic copy of their plan. It is likely the authorities will be listed in the local plan for the jurisdiction where the fairground is located.

- A. Federal**
- B. State**
- C. Local**

III. FAIRGROUND EMERGENCY MANAGEMENT ORGANIZATION

This section contains clear explanations of how the fairgrounds will organize for response and recovery from emergencies, disasters and catastrophes. This should cover roles and responsibilities of all of the fairground staff and key stakeholders in the SEMS design in California.

IV. OVERALL CONCEPT OF OPERATIONS

This is a description of how the fairgrounds will actually perform (not how it might perform if it had more resources) based on its goals and objectives, and with its organization's emergency structure. This discussion will address the actions during the various phases of emergency management: before, during and after events. This is a deeper definition of the fairground's intents, and its expected outcomes. Descriptions of these activities can be found in the local government emergency plan as well in the California State Emergency Plan and in CPG-101. Some of the most critical things that must be covered are: how does the fairground know what is going on (situational awareness), how do they decide what actions initiate the Plan (triggers), who is called by what method and when (alert, warning and notification), where do people gather, who's in charge, what communications systems will be used, how are resources acquired and distributed, and how does the fairground work with other organizations before, during and after an event. That's a lot of material, but if fairgrounds don't define these elements before an event it is unlikely they will have time to effectively discover them during an event. The topic of Recovery is highlighted in this material. F&E believes financial recovery can be improved with the correct guidance and understanding of alternatives by fairgrounds. Some materials have been attached to this report that fairgrounds can use in their Plans to indicate actions to take to recovery costs after major events occur.

- A. General**
- B. Emergency Phases**
- C. Preparedness Phase**
- D. Response Phase**
- E. Recovery Phase**
- F. Mitigation Phase**

V. STANDARDIZED EMERGENCY MANAGEMENT SYSTEM (SEMS) and NIMS

Each fairground must decide how much detail they wish to add to their plan about how SEMS and NIMS will be addressed by the fairgrounds before, during, and after events. Fairgrounds can take materials directly from the State Emergency Plan, from local government plans, and from federal guidance such as the NIMS documents and CPG-101. However, it should reflect what the fairgrounds will do, not just verbatim out of guidance. Each part of this section is covered in whole, or part, in those documents.

- A. Purpose**
- B. Incident Command System (ICS)**
 - 1. General**
 - 2. Functions**
 - 3. Principles**
 - 4. Components**
- C. Mutual Aid System**
- D. Multi-Agency Coordination**
- E. SEMS Functions**
- F. Coordination with Various Levels Of Government, non-profits, and the private sector**

VI. All-HAZARDS ANALYSIS

A. General Fairground Description

In this section the fairground should describe briefly the history of the fairground, its operational structure, its local geography and its size, its layout with a map showing the buildings/utilities/use areas and threat zones (like flood areas), its operational authority and what jurisdiction it reports to, the population it serves, its typical yearly operations, special characteristics and a brief history of its involvement in response or impact by disasters in the past.

B. Fairground Threat Assessment

In this section the fairground will show how it performed a threat assessment, using a matrix (like the one in the document) to show the values of the various types of threats that were evaluated. Then, in the following parts C, D, and E, the three categories of threat types that were considered of greatest concern will be described in detail regarding history, maps of where the threats are located or have occurred in the past (e.g., earthquake faults, flood zones, fire histories, etc.) how they could affect the fairground now, how the fairground would respond, and finally the vulnerabilities, controls and gaps at the fairground related to each threat. Each threat should be covered with just enough information to make it clear to the reader how serious the threat can be and the need for appropriate actions by the fairground to support others and protect its own interests if any of these hazards becomes a direct threat. The examples listed below are provided as illustrations of what any one fairground in California might include, but there might be many other choices, and there might be fewer. Only the individual fairground can decide, based on its threat assessment, and what should be included in each threat category.

C. Natural Hazard Threats of Concern

- 1. Wildland Fires (example only)**
- 2. Floods (example only)**
- 3. Earthquakes (example only)**
- 4. Extreme Weather/Storm Emergencies (example only)**
- 5. Volcanic Eruption (example only)**
- 6. Freezes (example only)**
- 7. Disease Outbreak (example only)**

D. Technological Hazard Threats of Concern

- 1. Hazardous Materials (example only)**
- 2. Transportation Emergencies and Multi-Casualty Accidents (MCI) (example only)**
- 3. Airplane Crash (example only)**
- 4. Dam Failure(example only)**

E. Human-Based Hazard Threats of Concern

- 1. Civil Disturbance (example only)**
- 2. Terrorism (example only)**
- 3. Workplace Violence (example only)**

F. Infrastructure Vulnerabilities

This section describes the types of elements and activities that make the fairground particularly vulnerable, especially its basic structure. A fact many outside the fairground community do not realize is how old many of the structures are on most of the fairgrounds. Many of the fairgrounds are 50-70 years old. Many buildings on fairgrounds are of WWII vintage or earlier. These are not earthquake retrofitted. Some are in flood plains. Some are close to roadways and rail lines making them vulnerable to hazardous materials. In addition, fairgrounds face special challenges because of their frequent gatherings of large crowds. Fairgrounds should discuss basic ideas or concepts they are using to address these vulnerabilities. Some of this may be sensitive information and may be excised from any external distribution of the Plan.

- 1. Critical Infrastructure Facilities Vulnerable to Threats**
- 2. Anticipated Damage**
- 3. Considerations for Large Public Gatherings**

VII. CONTINUITY OF GOVERNMENT (COG)

Continuity of Government, and Continuity of Operations, is basic information about how the fairground will continue to operate even when leadership is lost or damaged, when the fairgrounds sustain substantial damage, and when records may be lost and financial stability is threatened. The information in this section can be developed using templates available from Cal EMA. It is also valuable to look at how your local government emergency plan addressed and developed COG and COOP.

- A. Introduction**
- B. Lines of Succession of Fairground Management**
- C. Reconstitution of the Fairground Governing Body**
- D. Alternate Fairground Site of Operations**
- E. Protection of Vital Records**
- F. Continuity of Operations (COOP)**
- G. Continuity of Emergency Operations**
- H. Mitigation**

VIII. PUBLIC AWARENESS AND EDUCATION

There are many ways to approach how the fairgrounds will communicate with the public. Use the previous references mentioned, and local government plans, to describe an approach.

IX. EMERGENCY PROGRAM MANAGEMENT

This section simply states how the fairground will modify and maintain the program year round.

- A. Emergency Operations Plan Modifications**
- B. Training and Exercising**
- C. SEMS/NIMS Compliance And Documentation**

X. PROGRAM CONCURRENCE

In this brief section the fairground should have proof of some authoritative agency's review and approval of the Plan, like a local emergency planning agency, F&E, or Cal EMA.

These are just examples of kinds of tables, diagrams and maps that might be in a plan. Fairgrounds must decide what kind of supporting graphics to use to support the fairground program.

TABLE 1	History of Fairground Emergency Operations
TABLE 2	Emergency Organization Functional Matrix
TABLE 3	Fairground Vital Record Storage
DIAGRAM 1	Fairground Emergency Organization
DIAGRAM 2	Mutual Aid Process: General Flow of Requests and Resources
DIAGRAM 3	Coordination with Other SEMS Levels
MAP 1	State Emergency Management Agency Region Map
MAP 2	Fairground Map with Pre-designated Use Areas for Emergency Response
MAP 3	Fairground Current Hazards of Concern
MAP 4	Severe Fire High Hazard Areas Nearby
MAP 5	Histories of Major Fires in Fairground
MAP 6	Local Fault Zone Map
MAP 7	Flood Zone Map for Fairground
MAP 8	Communication Systems of Fairground
MAP 9	Fairground Location and nearby Transportation Systems

Standard Operating Procedures (varies by the needs of each fairground)

A Few Examples Only: (Some of these are related to everyday fairground activities)

- Situational Awareness
 - Alert and Warning
 - IC/EOC Set Up Checklist
 - Communications Systems
 - Emergency Response Team Staffing
 - Position Checklists
 - ICS Forms
 - Maps of Fairground with Location of Pre-designated Sites for Response including Building Uses, Entrance Controls, Utility Shut Offs, Restrooms and Showers, Animal Sheltering, Hazardous Materials, Helispots, etc.
 - Resource Lists with Costs Codes for Use of Heavy Equipment
 - Security Systems and Badging to Control Access
 - Managing Loss of Utilities
 - Medical First Aid
 - Stress Management Policy
 - Emergency Telephone Directory
 - Evacuation of the Fairgrounds: Shelter-in-Place, Lock Down, Assembly Areas and Rally Point Accountability
 - Emergency Closure of the Fairgrounds
 - Active Shooter on the Fairgrounds
 - Major Accident with Multiple Casualties
 - Severe Weather Protective Actions for Crowds at the Fairgrounds
 - Water Treatment After Contamination of a Well or Public Water Lines
 - Operation of Portable Generators
 - Operation of Portable Light Sets
 - Care and Shelter Operations
 - Animal Care and Shelter
 - Emergency Food Storage and Preparation
 - Use of Refrigeration at Fairgrounds for Temporary Morgues
-
- Family Emergency Planning (for staff)

WHAT MIGHT BE INCLUDED IN OR BEFORE YOUR FOREWORD

This information may appear at the very front of the Plan, even before the Foreword. This is done specifically to ensure the user has the foundation of approval for the program, how the information is changed and control, its structure and a basic understanding of key abbreviations.

The following pages in the Foreword have specific functions:

Plan Concurrence: This provides proof of review and approval of the Plan by designated stakeholders mentioned in the Plan or involved with fairground operations

Letter of Approval: This provides proof the fairground Executive management supports the contents, distribution, and use of the Plan.

Letter of Promulgation: This provides the formal date of release of the Plan for use by fairground staff

Record of Changes: This ensures the tracking of future revisions to emergency plans generated by fairground based on the most recent Plan as the starting point document.

Distribution Record: This documents who within the fairground organization, or outside, specifically received a copy of the Plan.

Plan Reproduction information: This explains how fairground members and key stakeholders can access the Plan, and how it can be printed, copied and distributed within their own organizations.

Acknowledgements: This provides a summary of those who participated in the production of the Plan, and those who supported the effort to accomplish the production.

Table of Contents: This provides a quick guide for finding the primary topic areas in the Plan, the Annexes and the Appendices.

Acronyms: This appears before the body of the Basic Plan for the convenience of the reader who may be initially unfamiliar with the abbreviations used in emergency planning.

ATTACHMENT 8

SAMPLE SOP

CONTAMINATED WATER

- Do not use tap water in food preparation.
 - Turn off ice machines and use only bagged ice.
 - Use clean disposable gloves in all food preparation.
 - Disconnect all liquid vending machines (water, soda, coffee, etc.)
 - Turn off water drinking fountains.
 - When water is used as an ingredient, use only bottled water.
 - Wash equipment and utensils only with potable or bottled water and follow the current cleaning procedures - wash, rinse, sanitize.
 - DO NOT USE TAP WATER
 - Water can be made potable when boiled vigorously for **at least 1 minute**.
-

ATTACHMENT 9

SAMPLE OF PLAN ACTIVATION TRIGGERS

*TRIGGER
A minor earthquake shakes the fairground hard enough to knock objects off the shelves
A major earthquake in your region of California that causes significant damage to the fairground
Major flooding near the fairground (includes street flooding) that will bring water into the fairground
Wildfire threatening the area near the fairground—fire is moving your way and you see smoke
An airplane crash on or near the fairground
Loss of other critical utilities needed for fairground operations for more than 8 hours which may include electric, water, sewage, telephone and internet service, natural gas, and propane
Severe weather warnings that affect the fairground
Loss of computers, data and hardware, or ability to send data on Internet for more than one day
Violent crime scene on the fairground
Riot near the fairground
A major terrorist act near or on fairground
A major hazmat event near the fairground or on fairground
A local emergency is declared by the County Board of Supervisors for an event that affects the fairground
Governor proclaims a State of Emergency for fairground area
U.S. President Declares a Disaster for events affecting fairground
State of War
Any event that causes multiple severe injuries or any fatality on fairground

ATTACHMENT 10

SAMPLE TRIGGER CHART FOR AN EARTHQUAKE

	Track News Reports or State Warnings	Evaluate Current fairground Plans and Resources	Meet with Officials and Stakeholders to Form Strategies	Begin Public Outreach and Staff Briefs to Prepare Team	Partially Activate IC/EOC	Fully Activate IC/EOC	Join with local Unified Command	Prepare to Support First Responders and Mass Care and Shelter
TRIGGER EVENT								
Earthquake warning from State OES	X							
Harmonic precursor tremors are detected	X	X						
An earthquake at 6.0 or greater occurs in an adjacent county	X	X	X					
An earthquake less than 5.0 occurs in the county	X	X	X	X				
An earthquake from 5.0 to 6.0 occurs in the county with minimum damage	X	X	X	X	X			
An earthquake at 6.0 or greater occurs in the county and causes some damage to the fairground	X	X	X	X	X	X		
An earthquake at 6.0 or greater occurs in the county with major damage to the fairground	X	X	X	X	X	X	X	X

ATTACHMENT 11

SAMPLE THREAT GUIDE FOR EARTHQUAKES

5 Things That Signal a Need for Earthquake Response: (Triggers)

- A State of California Earthquake Warning is issued
- Major quake activity occurs in California north or south of the fairground
- A swarm of minor quakes continues for days in adjacent counties
- Water levels suddenly change in local wells and lakes
- A major earthquake occurs in the region

TACTICAL STEPS
During an earthquake that shakes the fairground, DROP-COVER-HOLD ON. Stay under heavy tables, desks and counters that will protect you from falling objects.
When shaking stops, activate the Plan and the IC/EOC. Communications may be difficult at first with staff who may be in a stunned state. Issue requests in a slow, calm voice with very brief sentences and short words.
Take immediate actions to provide medical aid to the injured. Identify locations of deceased but let First Responders move those victims to a temporary field morgue.
Move people out of buildings to a safe, open location outdoors as soon as possible. Keep them away from overhead lighting, power lines and trees. If possible, use an Assembly Area with a pre-designated Rally Point. Complete an accountability to identify the missing.
Expect aftershocks. Establish first aid stations and shelter sites with food and water.
If the shaking was minor , with only a few things thrown to the floor, ask Maintenance to verify people can reenter buildings to look for missing people. If there was major shaking , with building damage, don't allow anyone inside. Let First Responders make that decision.
Complete an initial Incident Action Plan to address: <ul style="list-style-type: none"> • Shutting off water and gas lines as needed after checking them for damage • Contacting F&E and requesting support and advice • Forming clean-up teams for fairground damage when there is only minor shaking, but only after Maintenance completes a hazards briefing • Complete an Initial Damage Estimate and share that information with local OES office
Support staff requests to verify their own families are okay. Provide them with the disaster guide for families. Anticipate releasing staff if their families are impacted.
Work to reestablish fairground operations with core critical operations first.
Announce when Recovery is complete. Write an After Action Report. Send it to F&E.

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Read more about earthquakes at: <http://quake.usgs.gov/> and <http://www.shakeout.org/>

ATTACHMENT 12

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/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/usable • Damage in the area of the fairgrounds of interest to ensure the fairgrounds are still usable and that the fairgrounds are not subject to burning from existing threats or increased threats from potential additional wildfire outbreaks and spreading of fire zones • The availability of the fairground by talking directly to local emergency services management and fairgrounds management, especially to verify if the fairgrounds do not already have an active conflicting or incompatible use onsite related to catastrophic response support

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

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

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

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

ATTACHMENT 13

QUICK RECOVERY GUIDE (SAMPLE SOP)

RECOVERY (GENERAL)

WHO USES THIS GUIDE

The IC/EOC Director, with input from the Section Chiefs, especially Finance and Administration.

WHEN IS THE GUIDE USED

This guide is used whenever the ICP/EOC is operational and when conditions are such that immediate health and safety issues are addressed, but return of operations to their status quo is not yet achieved.

WHERE IS THE GUIDE TO BE USED

It can be used wherever the IC/EOC Director is located.

PURPOSE/OUTCOME

- To ensure that the fairground reestablishes its operation.
- To reestablish the long-term well being of employees and their families.
- To reestablish facilities, data, and client/regulator relationships to as close as possible to the status prior to the interruption.

STEPS TO ACHIEVE OUTCOME

Steps in this process are suggested in an order. Each situation is different, which may require skipping steps because of the impact of actual events. Check the box when completed.

	The IC/EOC Director approves any and all recovery operations, including the eventual reduction in staffing and deactivation (closure) of the ICP/EOC.
	The IC/EOC Director evaluates the stage of the recovery to ensure milestones are met in accordance with the IAP and fairground policies.
	The IC/EOC Director schedules key milestones for support of staff medical and mental health, financial assistance to staff, return to facilities, data recovery, and operational safety and security oversight.
	The Operations Section Chief will work diligently to direct the actions for recovery involving business unit operations, including triage of which will be recovered first.
	The Planning Section Chief will track the progress of all activities, the outcome of actions, the challenges not being met, and reasons for delays.
	The Logistics Section Chief will ensure materials, equipment and other support resources are provided in a timely manner to assist the recovery activities.
	The Finance and Administration Section Chief will provide the approvals for procurement and budgeting for purchases of all materials and support for the recovery, as well as continuing to track all costs, both from personnel and materials.
	The Finance and Administration Section Chief will initiate the process of cost recovery including application for insurance coverage and any government supported cost recovery programs.

ATTACHMENT 14

FAIRGROUND RECOVERY SOURCES

FAIRGROUND OPERATION TYPE/JURISDICTION	MOU*	CFSA	CDAA	FEMA	USDA**	SBA
PRIVATE	X	X		X	X	X
PRIVATE NON-PROFIT	X	X		X	X	X***
COUNTY/CITY	X	X		X	X	
DAA	X	X		X	X	
STATE FAIRGROUND	X	X	X	X	X	

*Covers all formal agreements, including contracts that may be used under grants

**Needs to be specifically called out in the USDA Secretary's Declaration that fairgrounds are eligible for recovery costs and under what conditions.

***Might depend if the Non-Profit had a "for profit" element that was damaged while acting as a business for the Non-Profit, as part of the Non-Profit license

ATTACHMENT 15

PUBLIC ASSISTANCE FOR CALIFORNIA FAIRGROUNDS

The Public Assistance Section provides assistance to state agencies, local governments, special districts and eligible private non-profit organizations that have been impacted by a disaster in order to achieve a safer future for all California communities. The Public Assistance Section ensures that state and federal support are provided to applicants in an efficient and timely manner to assist in recovery from a major disaster or emergency.

The Disaster Process

A Disaster Declaration usually follows these steps after a disaster event occurs:

Local Government responds to the local emergency, supplemented by neighboring communities and volunteer agencies. If the local government is unable to adequately respond to the emergency, they turn to the state for assistance.

The Local Government declares an **Emergency Proclamation**, which allows the state to respond with aid to the emergency.

The State responds with state resources, such as the National Guard and state agencies.

A **Preliminary Damage Assessment** is made by local, state, federal, and volunteer organizations to determine losses and recovery needs.

If necessary, a **State Disaster Declaration** is declared by the governor, based on the damage assessment, and an agreement to commit state funds and resources to the long-term recovery.

If the disaster is large enough, the **Governor will request federal assistance**. FEMA Evaluates the request and recommends an action to the White House based on the disaster, the local community and the state's ability to recover.

The President approves the request or FEMA informs the governor it has been denied. This decision process could take a few hours or several weeks depending on the nature of the disaster. Recovery efforts begin in conjunction with federal, state and local agencies.

California Emergency Council Powers and Duties

Powers and duties pursuant to Government Code, Section 8579:

To encourage the development and maintenance of emergency plans based on mutual aid, where under political subdivisions may most effectively protect life and property and mitigate other effects of emergencies;

Government Code 8589:

The California Emergency Management Agency shall be permitted such use of all state and local fair properties as conditions require.

Source: California Emergency Management Agency

ATTACHMENT 16

THE STATE OF CALIFORNIA RECOVERY REIMBURSEMENT PROCESS WHEN THERE IS ONLY A STATE OF EMERGENCY

The CDAA program was established to pay for extraordinary costs of local governments (county, city, special districts) caused by response to a Governor's Proclaimed State of Emergency. Recent changes regarding the CDAA regulations, based on the 2008 CDAA law's amendments, are available through the Cal EMA website. It should be noted that for CDAA that there is no reimbursement for loss of revenues, which would include a fairground canceling activities to support disaster operation requests like sheltering or staging. Fairgrounds will have to find other ways to recoup those losses.

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

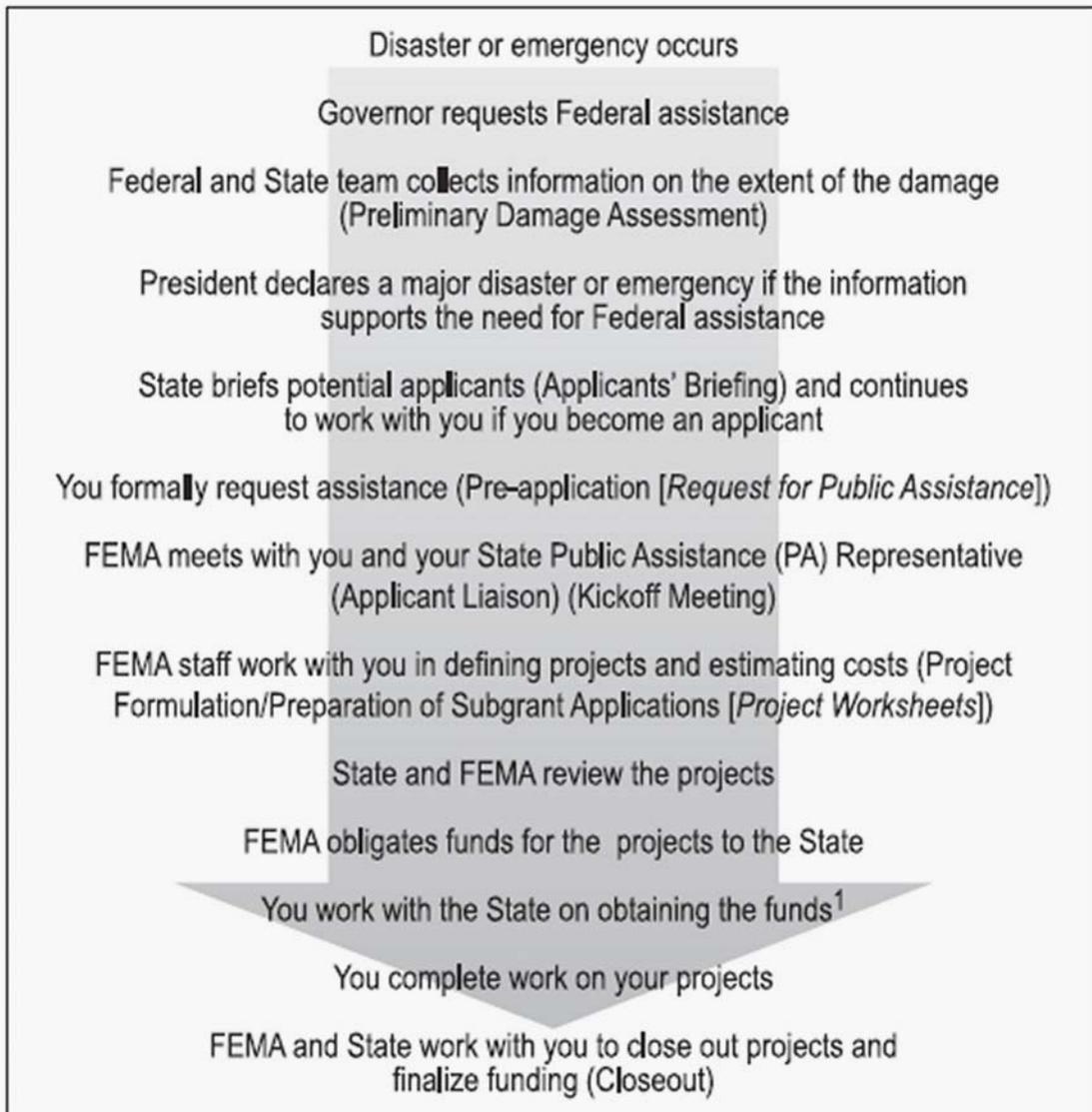
Fairgrounds must have a DUNS number (Duns and Bradstreet), which can be requested online at: http://smallbusiness.dnb.com/13723751-1.html?cm_mmc=Google--Keyword--online--application+for+duns+number&LID=76036944

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

The most important best practice to remember is that records need to be collected and maintained from the moment a fairground starts to take actions. That means force accounts for labor, material costs tracking, vehicle logs, supply inventory, receipts, contracts, invoices, etc.

ATTACHMENT 17

FEDERAL RECOVERY FUNDING FLOW CHART



1. Applicants should not delay taking the necessary response and recovery actions. Those actions should not be dependent upon receiving Federal funds.

SOURCE: Public Assistance Applicant Handbook, Federal Emergency Management Agency, FEMA P-323 March 2010

ATTACHMENT 18

FEMA APPLICATION FORMS FAIRGROUNDS MAY NEED

Sample copies of forms are available on the FEMA Web site (www.fema.gov/government/grant/pa/forms.shtm).

SOURCE: Public Assistance Applicant Handbook, Federal Emergency Management Agency, FEMA P-323 March 2010

An authorized representative of the applicant must sign each page of the forms to certify the accuracy of the information provided.

FEMA Form 90-49 Request for Public Assistance (Pre-application)
FEMA Form 90-61 Hazard Mitigation Proposal (HMP)
FEMA Form 90-91 Project Worksheet (Subgrant Application)
FEMA Form 90-91A Project Worksheet – Damage Description and Scope of Work Continuation Sheet
FEMA Form 90-91B Project Worksheet – Cost Estimate Continuation Sheet
FEMA Form 90-91C Project Worksheet – Maps and Sketches Sheet
FEMA Form 90-91D Project Worksheet – Photo Sheet
FEMA Form 90-118 Validation Worksheet
FEMA Form 90-119 Project Validation Form
FEMA Form 90-120 Special Consideration Questions
FEMA Form 90-121 Private Nonprofit (PNP) Facility Questionnaire
FEMA Form 90-122 Historic Review Assessment for Determination of Adverse Effect
FEMA Form 90-123 Force Account Labor Summary Record
FEMA Form 90-124 Materials Summary Record
FEMA Form 90-125 Rented Equipment Summary Record
FEMA Form 90-126 Contract Work Summary Record
FEMA Form 90-127 Force Account Equipment Summary Record
FEMA Form 90-128 Applicant's Benefits Calculation Worksheet

ATTACHMENT 19

RECOVERY TERMINOLOGY DEFINITIONS

Source: Public Assistance Applicant Handbook, Federal Emergency Management Agency, FEMA P-323 March 2010

Applicant

A State agency, local government, Indian Tribe, authorized tribal organization, Alaska Native village or organization and certain Private Nonprofit (PNP) organizations that submit a request for disaster assistance under the Presidentially declared major disaster or emergency. The terms “applicant” and subgrantee” are often used interchangeably.

Applicants’ Briefing

A meeting conducted by a representative of the State for potential Public Assistance applicants. The briefing occurs after an emergency or major disaster has been declared and addresses Public Assistance application procedures, administrative requirements, funding, and program eligibility criteria.

Applicant Liaison

A State representative responsible for providing applicants with State specific information and documentation requirements. The Applicant Liaison works closely with the PAC Crew Leader to provide any technical assistance or guidance the applicant may require. The terms “Applicant Liaison” and “State Public Assistance (PA) Representative” are often used interchangeably.

Case Management

A system approach to provision of equitable and timely service to applicants for disaster assistance. Organized around the needs of the applicant, the system consists of a single point of coordination, a team of on-site specialists, and a centralized, automated filing system.

Case Management File (CMF)

A centralized data bank of all applicant activities. Data entered into this bank creates a chronological history of everything that has taken place with an applicant from the time they apply for assistance until they have received all monies and their file has been closed.

Closeout

Grant closure occurs when FEMA determines that all applicable administrative actions related to the Public Assistance Program are complete and all programs funds are reconciled. At this stage, all Public Assistance Program projects have been completed, the State has awarded all grant funds and submitted its final expenditure report to FEMA, and FEMA has adjusted the funding level for the program as appropriate.

Contractor

Any individual, partnership, corporation, agency, or other entity (other than an organization engaged in the business of insurance) performing work by contract for the Federal Government or a State or local agency, or Tribal government.

Cost Estimating Format (CEF)

A forward-pricing methodology for estimating the total cost of repair for large permanent projects by use of construction industry standards. The format uses a base cost estimate and design and construction contingency factors, applied as a percentage of the base cost.

Declarations

There are two types of declarations (Emergency Declarations and Major Disaster Declarations). Both declaration types authorize the President to provide Federal disaster assistance. However, the cause of the declaration and the type and amount of assistance differ.

Designated Area

Any emergency- or major disaster-affected portion of a State that has been determined eligible to apply for Federal assistance.

Emergency

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.

Emergency Work

That work which is performed to reduce or eliminate an immediate threat to life, to protect health and safety, and to protect improved property that is threatened in a significant way as a result of a major disaster. Emergency work frequently includes clearance and removal of debris and temporary restoration of essential public facilities and services (Categories A and B).

Executive Orders (EOs)

Legally binding orders given by the President to Federal Administrative Agencies. Executive Orders are generally used to direct Federal agencies and officials in their execution of congressionally established laws or policies. Executive Orders do not require congressional approval to take effect, but they have the same legal weight as laws passed by Congress.

Expedited Payments

An advance of grants to assist with payment of emergency work after a disaster event. The amount of funding is 50 percent of the Federal share of emergency costs as identified during the Preliminary Damage Assessment. Payment for Category A will be made within 60 days after the estimate was made and no later than 90 days after the Pre-application (*Request for Public Assistance*) was submitted.

Facility

Any publicly or Private Nonprofit (PNP)-owned building, works, system, or equipment (built or manufactured) or certain improved and maintained natural features. Land used for agricultural purposes is not a facility.

Flood Control Works

Facilities constructed for the purpose of eliminating or reducing the threat of flood, e.g., levees, floodwalls, flood control channels and dams designed for flood control.

Force Account

Labor performed by the applicant's employees and applicant-owned equipment, rather than by a contractor.

FEMA-State Agreement

A formal legal document stating the understandings, commitments, and binding conditions for assistance applicable as the result of a major disaster or emergency declared by the President.

Grantee

The State, in most cases, acts as the grantee for the Public Assistance Program. The grantee is accountable for the use of the funds provided. The terms "grantee" and "State" are often used interchangeably.

Hazard Mitigation

Any cost-effective action taken to prevent or reduce the threat of future damage to a facility from a disaster event.

Immediate Needs Funding

An advance of grant funds for emergency work that must be performed immediately and paid for within the first 60 days after the major disaster declaration. The amount of funding is normally up to 50 percent of the Federal share of emergency costs.

Improved Property

A structure, facility, or item of equipment that was built, constructed, or manufactured. It includes improved and maintained natural features. Land used for agricultural purposes is not improved property.

Incident Period

The time interval during which the disaster-causing incident occurs. No Federal assistance under the Stafford Act shall be approved unless the damage or hardship to be alleviated resulted from the disaster-causing incident which took place during the incident period or was in anticipation of that incident.

Kickoff Meeting

The initial meeting of an applicant, the State PA Representative (Applicant Liaison), and the FEMA PAC Crew Leader. At this working session, the applicant provides a list of damages and receives comprehensive information about the Public Assistance Program and detailed guidance for the applicant's specific circumstances. This is the first step in establishing a partnership among FEMA, the State, and the applicant and is designed to focus on the specific needs of the applicant. The meeting focuses on the eligibility and documentation requirements that are most pertinent to the applicant.

Large Project

An eligible project, either emergency or permanent work that has a damage dollar value at or above the fiscal year threshold. The threshold is adjusted each fiscal year to account for inflation. Large project funding is based on documented actual costs.

Major Disaster

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 the Stafford 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.

Mutual Aid Agreement

An agreement between jurisdictions or agencies to provide services across boundaries in an emergency or major disaster. Such agreements usually provide for reciprocal services or direct payment for services.

Obligated Funds

The funds FEMA makes available to the grantee for approved Public Assistance projects. The grantee is then required to make payment of the Federal share to the applicant as soon as practicable.

Other Essential Governmental Service Facilities

Private Nonprofit (PNP) museums, zoos, performing arts facilities, community arts centers, community centers, libraries, homeless shelters, senior citizen centers, rehabilitation facilities, mass transit facilities, shelter workshops and facilities which provide health and safety services of a governmental nature. All such facilities must be open to the general public.

PAC Crew Leader

A FEMA representative who works with the applicant to resolve disaster related needs and to ensure that the applicant's projects are processed as efficiently and expeditiously as possible. The PAC Crew Leader ensures continuity of service throughout the delivery of the Public Assistance Program.

Permanent Work

That work which is required to restore a facility, through repairs or replacement, to its pre-disaster design, function, and capacity in accordance with applicable codes and standards (Categories C through G).

Pre-application

An applicant's official notification to FEMA of intent to apply for Public Assistance. The form provides general identifying information about the applicant. The terms "Pre-application" and "Request for Public Assistance" are often used interchangeably.

Preliminary Damage Assessment (PDA)

A survey performed to document the impact and magnitude of the disaster on individuals, families, businesses, and public property and together information for disaster management purposes. The information gathered is used to determine whether Federal assistance should be requested by the Governor and forms the basis for the disaster declaration request.

Private Nonprofit (PNP) Facilities

Educational, utility, irrigation, emergency, medical, rehabilitational, and temporary or permanent custodial care facilities and facilities on Indian reservations, as defined by the President. Other PNP facilities that provide essential services of a governmental nature are eligible and are listed in this Glossary of Terms under Other Essential Governmental Service Facilities.

Private Nonprofit (PNP) Organization

Any non-governmental agency or entity that currently has either an effective ruling letter from the U.S. Internal Revenue Service granting tax exemption or satisfactory evidence from the State that the nonrevenue producing organization or entity is a nonprofit one organized or operating under State law.

Project Formulation

The process of identifying the eligible scope of work and estimating the costs associated with that scope of work for each applicant's projects.

Project Specialist

FEMA's specialist who works directly with the applicant in assessing damage sites and in developing scopes of work and cost estimates. The FEMA Project Specialist will also identify the need for other specialists and work with the FEMA PAC Crew Leader in obtaining their services for projects.

Project Worksheet

Form used to document the location, damage description and dimensions, scope of work, and cost estimate for a project. It is the basis for the grant. The terms "*Project Worksheet*" and "Subgrant Application" are often used interchangeably.

Public Assistance (PA)

Supplementary Federal assistance provided under the Stafford Act to State, local and Tribal governments or eligible PNP's to help them recover from Federally-declared major disasters and emergencies as quickly as possible.

Request for Public Assistance (RPA)

An applicant's official notification to FEMA of intent to apply for Public Assistance. The form provides general identifying information about the applicant. The terms "*Request for Public Assistance*" and "Pre-application" are often used interchangeably.

Small Project

An eligible project, either emergency or permanent work, that has a damage dollar value below the fiscal year threshold. The threshold is adjusted each fiscal year to account for inflation. Small project funding is based on estimated costs if actual costs are not yet available.

Special Considerations

Factors that must be addressed before Federal PA grant money can be obligated to repair or restore damaged facilities. These factors include, but are not limited to, general and flood insurance, historic preservation, environmental protection, and hazard mitigation.

Stafford Act

Robert T. Stafford Major Disaster Relief and Emergency Assistance Act (Stafford Act), PL 100-707, signed into law November 23, 1988; the 1988 law amended the Major Disaster Relief Act of 1974, PL 93-288. This Act constitutes the statutory authority for most Federal major disaster response activities especially as they pertain to FEMA and FEMA programs.

State Administrative Plan

The State is required to develop a State Administrative Plan to administer the Public Assistance Program. The Plan should include the designation of responsibilities for State agencies and include staffing for the Public Assistance Program. An approved State Administrative Plan must be on file with FEMA before grants will be approved for any major disaster. The approved State Administrative Plan should be incorporated into the State's emergency plan.

State Public Assistance (PA) Representative

An applicant's point of contact, designated by the State, who will help the applicant obtain FEMA assistance. The terms "State PA Representative" and "Applicant Liaison" are often used interchangeably.

Subgrantee

A State agency, local government, Indian Tribe, authorized tribal organization, Alaska Native village or organization, and certain Private Nonprofit organizations that submit a request for disaster assistance under the Presidentially declared major disaster or emergency. The terms "subgrantee" and "applicant" are often used interchangeably.

Subgrant Application

Form used to document the location, damage description and dimensions, scope of work, and cost estimate for a project. It is the basis for the grant. The terms "Subgrant Application" and "*Project Worksheet*" are often used interchangeably.

Technical Specialist

FEMA's Technical Specialist is a resource for the applicant. A Technical Specialist has a defined area of expertise, such as debris removal and disposal, roads and bridges, infrastructure, environmental and historic preservation compliance, insurance, cost estimating, or floodplain management.

ATTACHMENT 20

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