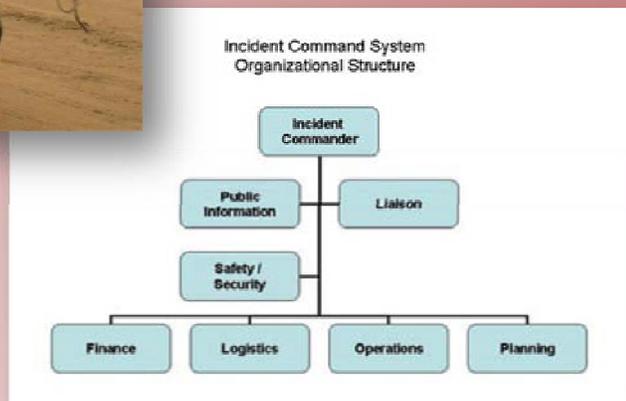


# REPORT 3: **California Fairgrounds'** Concept of Operations in Support of Disasters and Catastrophes



**April 2011**



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### **Fairground Contacts:**

10<sup>th</sup> DAA, Siskiyou Golden Fair  
3<sup>rd</sup> DAA, Silver Dollar Fair  
40<sup>th</sup> DAA, Yolo County Fair  
Alameda County Fair  
14<sup>th</sup> DAA, Santa Cruz County Fair  
22<sup>nd</sup> DAA, San Diego County Fair  
45<sup>th</sup> 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.**

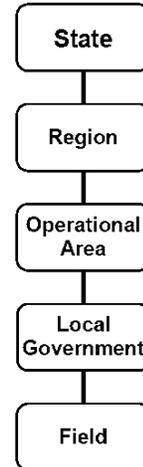
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The system unifies all elements of California’s emergency management community into a single integrated system and standardizes key elements. SEMS incorporates the use of the Incident Command System (ICS), California Disaster and Civil Defense Master 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



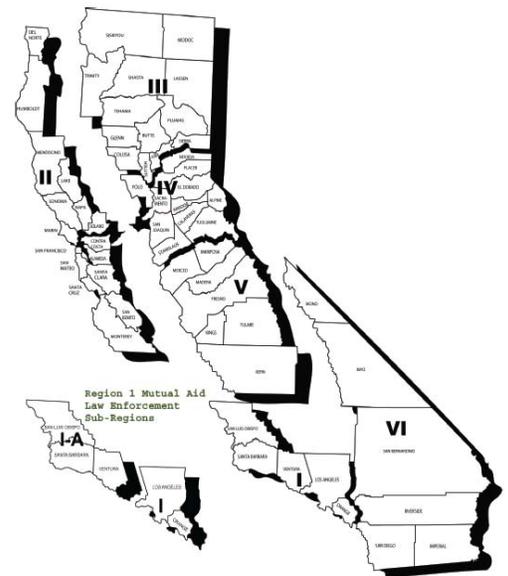
- *Field* – The Field Level is where emergency response personnel and resources, under the command of responsible officials, carry out tactical decisions and activities in direct response to an incident or threat.

- *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)

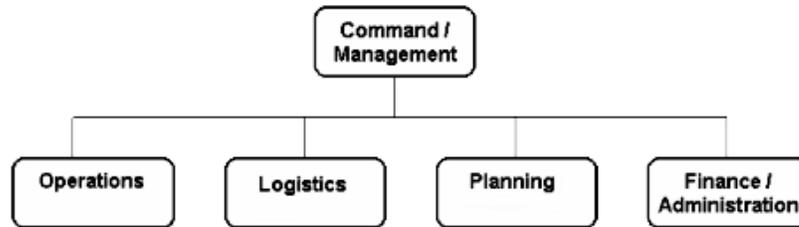


- *State* – The state level of SEMS prioritizes tasks and coordinates state resources in response to the requests from the Regional level and coordinates mutual aid among the mutual aid regions and between the Regional Level and State Level. The state level also serves as the coordination and communication 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](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>

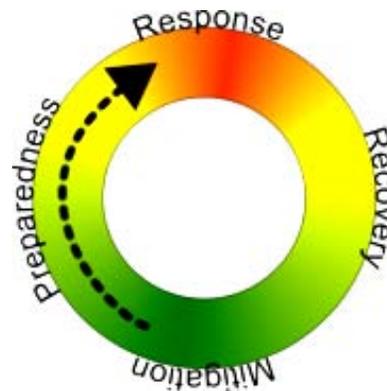
### 2.2.2 Right Sizing a Fairground Emergency Organization

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.

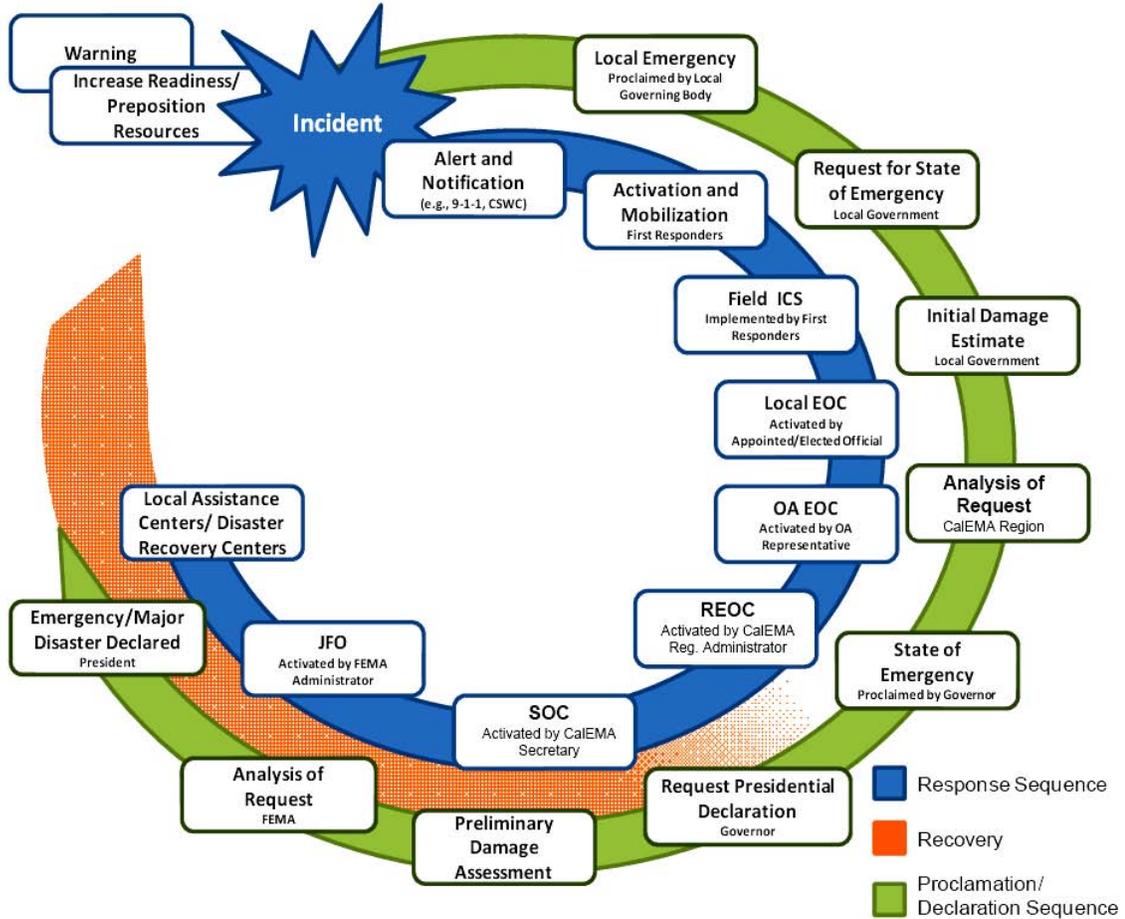
An example of the flow of actions from Response through Recovery all the way through federal response to Major Disasters (catastrophes) is shown in Figure 5, “CONOPS for Response to Recovery.” Fairgrounds are obviously just one player in a much larger field of operations, but this general design will 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.

<b>HAZARDS</b>	<b>FREQUENCY</b>	<b>INTENSITY</b>	<b>WARNING</b>	<b>PROTECTIVE ACTIONS</b>	<b>RISKS NEARBY</b>	<b>RELATED WEAKNESS</b>	<b>TOTAL</b>
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](http://www.fire.ca.gov/fire_prevention/fire_prevention_wildland_zones_maps.php)

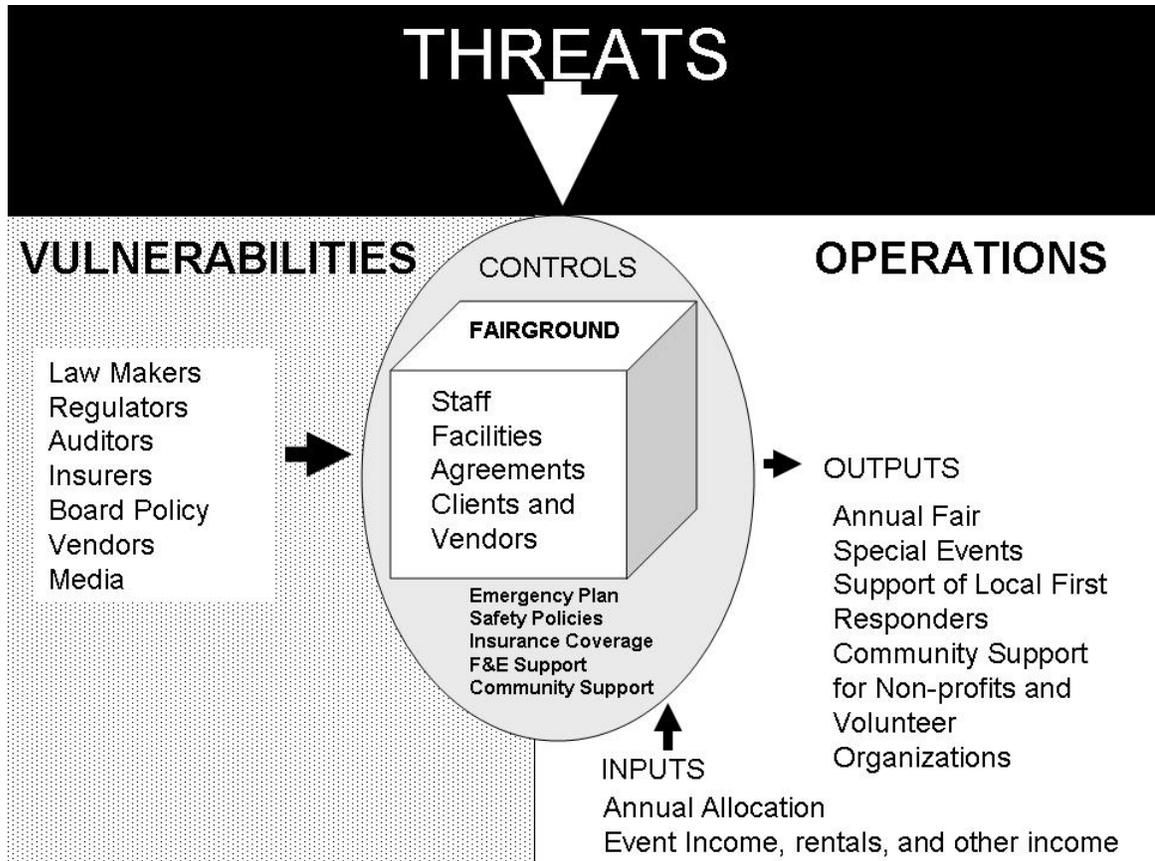
As noted in previous reports for the project, Cal EMA has a portal called “My Hazards” that allows Californians to enter the address of interest to find likely impacts from some of the more common natural hazards. It is located at:

<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.

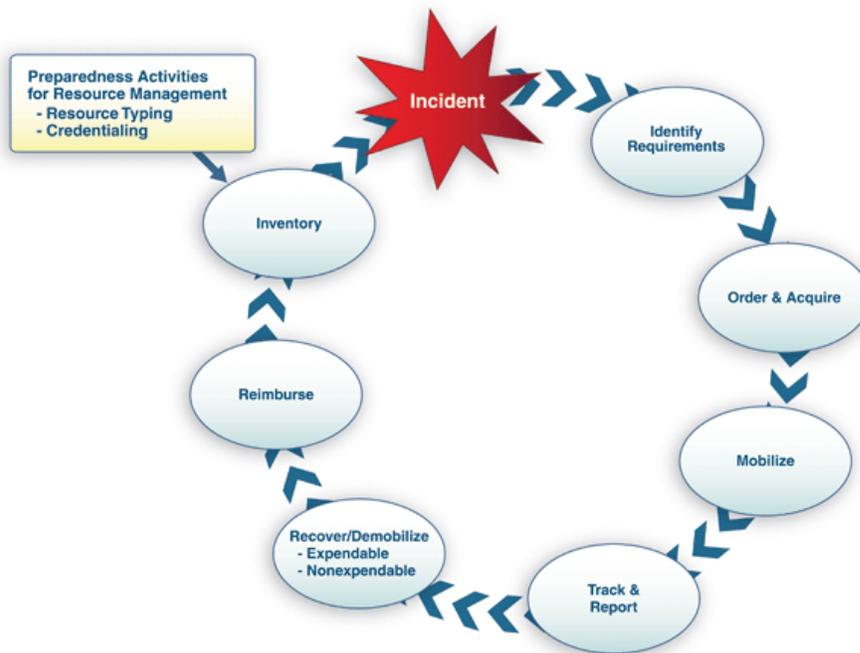
In cases where the fairground was simply a host for others, very little mitigation will likely follow recovery. However, for actual losses, the fairground management should make the effort to evaluate the cause of the losses and then evaluate methods to reduce those before future events occur with the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

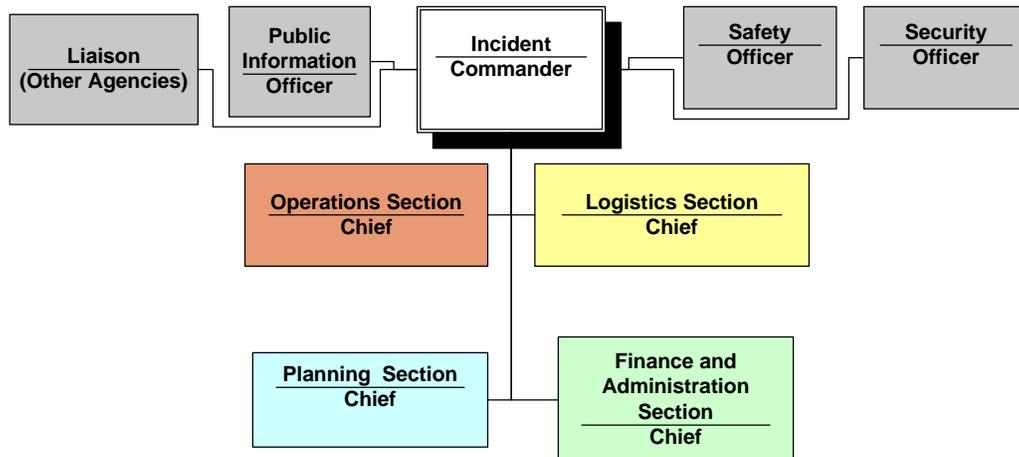
### **How would a fairground use ICS?**

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**

<b>ICS FUNCTION</b>	<b>ROLE</b>	<b>STAFFING</b>
<b>MANAGEMENT</b> <b>(Including Officers of Safety, Security, Public Information, and Liaison)</b>	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
<b>OPERATIONS SECTION</b>	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
<b>PLANS SECTION</b>	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
<b>LOGISTICS SECTION</b>	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
<b>FINANCE and ADMINISTRATION</b>	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.

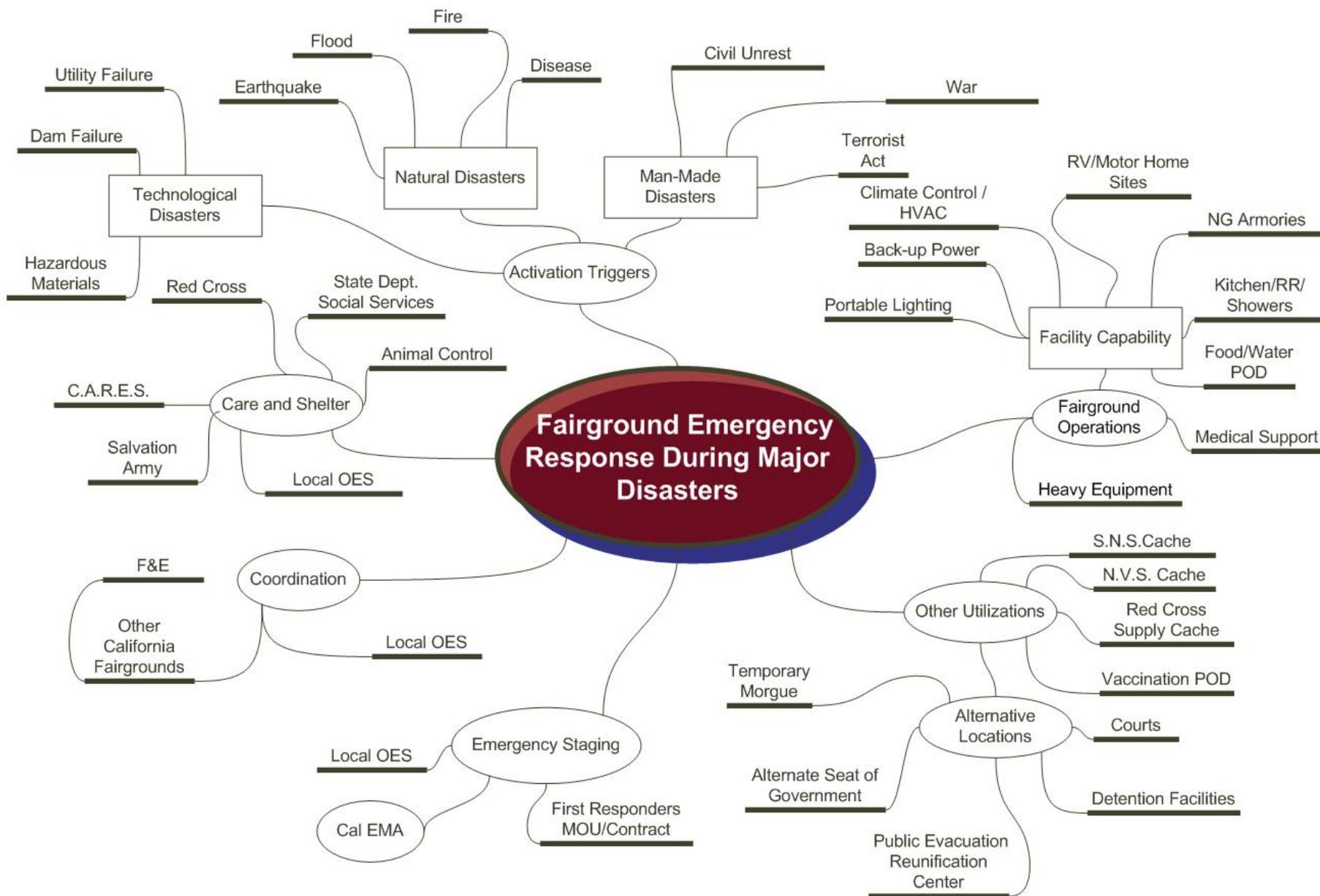
## **7. ATTACHMENTS**

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 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
<b>FOREWORD SECTION</b>		
<b>1. Foreword/Preface/Introduction:</b> 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>		
<b>2. Plan Concurrence:</b> 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).		
<b>3. Letter of Approval:</b> Provides evidence of a dated letter of promulgation or resolution from the governing board (SEMS EOP Element).		
<b>PART I: BASIC PLAN</b>		
<b>4. Table of Contents:</b> Listing of where significant parts of the plan are located by page number and subsection of the plan (SEMS EOP Element).		
<b>5. Purpose:</b> <i>Describes the EOP purpose (NIMS EOP Element).</i>		
<b>6. Scope:</b> <i>Defines the scope of preparedness and incident management activities necessary for the jurisdiction (NIMS EOP Element).</i>		
<b>7. Authorities and References:</b> <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).		
<b>8. Situation and Assumptions:</b> <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).		
<b>9. Organization, Roles and Responsibilities:</b> <i>Describes organizational structures, roles and responsibilities, policies, and protocols for providing emergency support (NIMS EOP Element).</i>		
<b>10. Standardized Emergency Management System (SEMS) based Emergency Organization:</b> 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).		
<b>11. Emergency Operations Center Organization</b> 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).		
<b>12. Involvement of special districts, private and non-profit agencies.</b> 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
<b>13. Essential Facilities-Primary and Alternate EOC.</b> Indicates the location of both the primary and alternate EOC and what conditions would cause the alternate EOC to be activated (SEMS EOP Element).		
<b>14. Essential Facilities-Activation/Deactivation of EOC.</b> Indicates how, when, and by whom, the Emergency Operations Center will be activated and deactivated (SEMS EOP Element).		
<b>15. Essential Facilities-Alternate Government Facilities.</b> 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).		
<b>16. Essential Facilities-Americans with Disabilities Act.</b> Identifies how shelter facilities, evacuation/movement, warning, etc. procedures accommodate the provisions of the Americans with Disabilities Act (SEMS EOP Element).		
<b>17. Continuity of Government.</b> 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).		
<b>18. Vital Record Retention.</b> 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).		
<b>19. Concept of Operations. Describes the EOP concept of operations (NIMS EOP Element).</b> Includes the principles and methods used to carry out emergency operations, including the provision of emergency services by government agencies (Gov. Code Sec. 8560).		
<b>20. Notification and Mobilization.</b> 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).		
<b>21. SEMS Coordination Levels.</b> 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).		
<b>22. Incident Command System (ICS).</b> 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>		
<b>23. Field/EOC Communications and Coordination.</b> 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).		
<b>24. Field/EOC Direction and Control Interface.</b> Describes the direction and control relationship between the field responders (ICS) and the EOC. This should include reporting pertinent information (SEMS EOP Element).		
<b>25. Field coordination with Department Operations Centers (DOCs) and EOCs.</b> 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
<b>26. Mutual Aid.</b> Includes a general description of mutual aid system and processes (Gov. Code Sec. 8560) (SEMS EOP Element).		
<b>27. Emergency Declarations.</b> Indicates the purpose and process of emergency declarations (include samples) (SEMS EOP Element).		
<b>28. Public Information: Includes pre-incident and post-incident public awareness, education, and communications plans and protocols (NIMS EOP Element).</b> (Gov. Code Sec. 8560)		
<b>29. Recovery Overview.</b> Includes a general recovery concept of operations (SEMS EOP Element).		
<b>30. Recovery Organization.</b> Provides a description of the recovery organization along with a diagram (SEMS EOP Element).		
<b>31. Recovery Damage Assessment.</b> Describes the damage assessment organization and responsibilities (SEMS EOP Element).		
<b>32. Recovery Documentation.</b> Describes the documentation process (SEMS EOP Element).		
<b>33. Recovery After-action Reports.</b> Includes the OES After-Action Questionnaire (SEMS EOP Element).		
<b>34. Recovery Disaster Assistance.</b> Describes the different programs, their purpose, restrictions, and application process. Include Public Assistance, Individual Assistance, and Hazard Mitigation Grant programs (SEMS EOP Element).		
<b>35. Administration and Logistics. Describes the administration and logistics of the EOP (NIMS EOP Element).</b>		
<b>36. Emergency Plan Maintenance and Distribution. Describes EOP development and maintenance (NIMS EOP Element).</b> 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).		
<b>37. Standard Operating Procedures (SOP) Development.</b> Ensures emergency response agencies develop and maintain SOPs. Indicate in the plan the relationship and purpose of SOPs to the plan (SEMS EOP Element).		
<b>38. Training and Exercises.</b> 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).		
<b>PART II: FUNCTIONAL ANNEXES</b>		
<b>39. Functional Annexes. Contains functional annexes (NIMS EOP Element).</b> 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.		
<b>40. Management Section.</b> Should include the following activities and responsibilities (SEMS EOP Element): <ul style="list-style-type: none"> <li>• Overall EOC management</li> <li>• Public Information assignment</li> <li>• Identification of a media center</li> <li>• Rumor control</li> <li>• Public inquires</li> <li>• Provision for public safety communications and policy</li> <li>• Identification of a Safety Officer</li> </ul>		

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

Emergency Operations Plan Crosswalk Element	Where Located	Reviewer Comment or Initials
<p><b>44. Finance/Administration Section.</b> Should include the following activities and responsibilities (SEMS EOP Element):</p> <ul style="list-style-type: none"> <li>• Fiscal management</li> <li>• Time-keeping</li> <li>• Purchasing</li> <li>• Compensation and claims</li> <li>• Cost recovery</li> <li>• Travel request, forms, claims</li> </ul>		
<p><b>PART III: APPENDICES</b></p>		
<p><b>45. Appendices.</b> <i>Contains hazard-specific appendices (NIMS EOP Element).</i></p>		
<p><b>46. Hazardous Materials.</b> Incorporates or references the Hazardous Materials Area Plan requirements into the emergency plan. (SEMS EOP Element).</p>		
<p><b>47. Dams.</b> 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><b>48. Other Hazards Specific to the Jurisdiction.</b> 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><b>49. Glossary of Terms.</b> <i>Contains a glossary of terms (NIMS EOP Element).</i> Provide a glossary that includes all the terms used throughout the plan (SEMS EOP Element).</p>		
<p><b>50. Resources.</b> Identifies sources for materials and supplies internally and externally (SEMS EOP Element).</p>		
<p><b>51. Contact List.</b> Includes a list of agencies and personnel not internal to the organization but critical to emergency operations (SEMS EOP Element).</p>		
<p><b>52. Supporting Documentation.</b> 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

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## Fairgrounds Emergency Plans January 2008

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### **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.**

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

**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

<b>*TRIGGER</b>
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
<b>TRIGGER EVENT</b>								
Earthquake warning from State OES	<b>X</b>							
Harmonic precursor tremors are detected	<b>X</b>	<b>X</b>						
An earthquake at 6.0 or greater occurs in an adjacent county	<b>X</b>	<b>X</b>	<b>X</b>					
An earthquake less than 5.0 occurs in the county	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>				
An earthquake from 5.0 to 6.0 occurs in the county with minimum damage	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>			
An earthquake at 6.0 or greater occurs in the county and causes some damage to the fairground	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>		
An earthquake at 6.0 or greater occurs in the county with major damage to the fairground	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>

## 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.
<p><b>If the shaking was minor</b>, with only a few things thrown to the floor, ask Maintenance to verify people can reenter buildings to look for missing people.</p> <p><b>If there was major shaking</b>, with building damage, don't allow anyone inside. Let First Responders make that decision.</p>
<p>Complete an initial Incident Action Plan to address:</p> <ul style="list-style-type: none"> <li>• Shutting off water and gas lines as needed after checking them for damage</li> <li>• Contacting F&amp;E and requesting support and advice</li> <li>• Forming clean-up teams for fairground damage when there is only minor shaking, but only after Maintenance completes a hazards briefing</li> <li>• Complete an Initial Damage Estimate and share that information with local OES office</li> </ul>
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><b>Earthquake</b> 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><b>YES, but only after assessing:</b></p> <ul style="list-style-type: none"> <li>• The availability of other sites that would serve the need for response as well or better than fairgrounds</li> <li>• Resources at the fairground match the response needs</li> <li>• Transportation access to the fairground of interest is still available/usable</li> <li>• Damage in the area of the fairgrounds of interest to ensure the fairgrounds are still usable and can withstand any further aftershocks</li> <li>• 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</li> </ul>
<p><b>Flooding</b> 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"> <li>• A major earthquake</li> <li>• A major landslide</li> <li>• A severe storm</li> <li>• A tsunami</li> <li>• A volcanic eruption</li> </ul>	<p><b>YES, but only after assessing:</b></p> <ul style="list-style-type: none"> <li>• The availability of other sites that would serve the need for response as well or better than fairgrounds</li> <li>• Resources at the fairground match the response needs</li> <li>• Transportation access to the fairground of interest is still available and usable</li> <li>• 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</li> <li>• 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</li> </ul>
<p><b>Wildfire</b> 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><b>YES, but only after assessing:</b></p> <ul style="list-style-type: none"> <li>• The availability of other sites that would serve the need for response as well or better than fairgrounds</li> <li>• Resources at the fairground match the response needs</li> <li>• Transportation access to the fairground of interest is still available/usable</li> <li>• 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</li> <li>• 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</li> </ul>

TRIGGER	PATH FORWARD DECISION STEPS FOR FAIRGROUND REQUESTS
<p><b>Chemical, Biological, Radiological, Nuclear and Explosive (CBRNE)</b> 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><b>YES, but only after assessing:</b></p> <ul style="list-style-type: none"> <li>• The availability of other sites that would serve the need for response as well or better than fairgrounds</li> <li>• Resources at the fairground match the response needs, especially if they are the site of special caches, or too far from regional caches</li> <li>• Ensuring the fairground site is substantial situated Upwind, Upstream, and Uphill of CBRNE plumes and distribution paths</li> <li>• Transportation access to the fairground of interest is still available and usable</li> <li>• 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</li> <li>• 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</li> </ul>
<p><b>Civil Unrest</b> 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"> <li>• A major earthquake</li> <li>• A CBRNE event</li> <li>• A tsunami</li> <li>• A volcanic eruption</li> <li>• A pandemic or epidemic</li> </ul>	<p><b>YES, but only after assessing:</b></p> <ul style="list-style-type: none"> <li>• The availability of other sites that would serve the need for response as well or better than fairgrounds</li> <li>• Resources at the fairground match the response needs, especially if they too close to people involved in the continuing civil unrest</li> <li>• Ensuring the fairground site can be adequately secured from outside civil unrest</li> <li>• Transportation access to the fairground of interest is still available and usable</li> <li>• 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</li> <li>• 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</li> </ul>
<p><b>Dam and Levee Failures</b> 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"> <li>• A major earthquake</li> <li>• A major landslide</li> <li>• A severe storm</li> <li>• A tsunami</li> <li>• A volcanic eruption</li> </ul>	<p><b>YES, but only after assessing:</b></p> <ul style="list-style-type: none"> <li>• The availability of other sites that would serve the need for response as well or better than fairgrounds</li> <li>• Resources at the fairground match the response needs</li> <li>• Transportation access to the fairground of interest is still available and usable</li> <li>• 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</li> <li>• 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</li> </ul>

TRIGGER	PATH FORWARD DECISION STEPS FOR FAIRGROUND REQUESTS
<p><b>Drought</b> 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><b>Not likely.</b> 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><b>Extreme Heat or Cold</b> 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><b>Not likely.</b> 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><b>Hazardous Materials Release</b> 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"> <li>• A major earthquake</li> <li>• Major river flooding and/or failed dam or levees</li> <li>• A terrorist attack involving explosive devices</li> <li>• A major landslide</li> <li>• A severe storm</li> <li>• A tsunami</li> <li>• A volcanic eruption</li> </ul>	<p><b>YES, but only after assessing:</b></p> <ul style="list-style-type: none"> <li>• The availability of other sites that would serve the need for response as well or better than fairgrounds</li> <li>• Resources at the fairground match the response needs, especially if they are the site of special caches, or too far from regional caches</li> <li>• Ensuring the fairground site is situated Upwind, Upstream, and Uphill of hazardous materials releases and their plumes or distribution paths</li> <li>• Transportation access to the fairground of interest is still available and usable</li> <li>• 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</li> <li>• 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</li> </ul>
<p><b>Landslide</b> 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"> <li>• A major earthquake</li> <li>• Major river flooding and/or failed dam or levees</li> <li>• A terrorist attack involving explosive devices</li> <li>• A severe storm with extreme precipitation</li> <li>• A volcanic eruption</li> </ul>	<p><b>YES, but only after assessing:</b></p> <ul style="list-style-type: none"> <li>• The availability of other sites that would serve the need for response as well or better than fairgrounds</li> <li>• Resources at the fairground match the response needs</li> <li>• Transportation access to the fairground of interest is still available and usable</li> <li>• 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</li> <li>• 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</li> </ul>

TRIGGER	PATH FORWARD DECISION STEPS FOR FAIRGROUND REQUESTS
<p><b>Severe Weather</b> 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"> <li>• Major river flooding</li> <li>• Failed dam or levees</li> <li>• Landslides</li> <li>• Hazardous materials releases</li> <li>• Wildfire</li> <li>• Civil Unrest</li> <li>• Epidemics (as hygiene facilities fail)</li> </ul>	<p><b>YES, but only after assessing:</b></p> <ul style="list-style-type: none"> <li>• The availability of other sites that would serve the need for response as well or better than fairgrounds</li> <li>• Resources at the fairground match the response needs</li> <li>• Transportation access to the fairground of interest is still available and usable</li> <li>• 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</li> <li>• 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</li> </ul>
<p><b>Tsunami</b> 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"> <li>• A major earthquake</li> <li>• A volcanic eruption</li> <li>• Major landslide offshore, either above ground or under a body of water</li> </ul>	<p><b>YES, but only after assessing:</b></p> <ul style="list-style-type: none"> <li>• The availability of other sites that would serve the need for response as well or better than fairgrounds</li> <li>• Resources at the fairground match the response needs</li> <li>• Transportation access to the fairground of interest is still available and usable</li> <li>• 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</li> <li>• 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</li> </ul>
<p><b>Pandemic and Epidemic</b> 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><b>Maybe, but only after assessing:</b></p> <ul style="list-style-type: none"> <li>• The availability of other sites that would serve the need for response as well or better than fairgrounds including vaccination and treatment site</li> <li>• 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</li> <li>• Ensuring the fairground site can be adequately secured to protect vaccine</li> <li>• Transportation access to the fairground of interest is still available and usable</li> <li>• Impacts from the pandemic and epidemic have not already led to social distancing and the fairgrounds are not a quarantine site</li> <li>• 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</li> </ul>

<b>TRIGGER</b>	<b>PATH FORWARD DECISION STEPS FOR FAIRGROUND REQUESTS</b>
<p><b>Volcanic Eruption</b> 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><b>Maybe, but only after assessing:</b></p> <ul style="list-style-type: none"> <li>• The availability of other sites that would serve the need for response as well or better than fairgrounds including vaccination and treatment site</li> <li>• 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</li> <li>• 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.</li> <li>• Transportation access to the fairground of interest is still available and usable</li> <li>• 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</li> </ul>

## 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
<b>PRIVATE</b>	<b>X</b>	<b>X</b>		<b>X</b>	<b>X</b>	<b>X</b>
<b>PRIVATE NON-PROFIT</b>	<b>X</b>	<b>X</b>		<b>X</b>	<b>X</b>	<b>X***</b>
<b>COUNTY/CITY</b>	<b>X</b>	<b>X</b>		<b>X</b>	<b>X</b>	
<b>DAA</b>	<b>X</b>	<b>X</b>		<b>X</b>	<b>X</b>	
<b>STATE FAIRGROUND</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	<b>X</b>	

\*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.

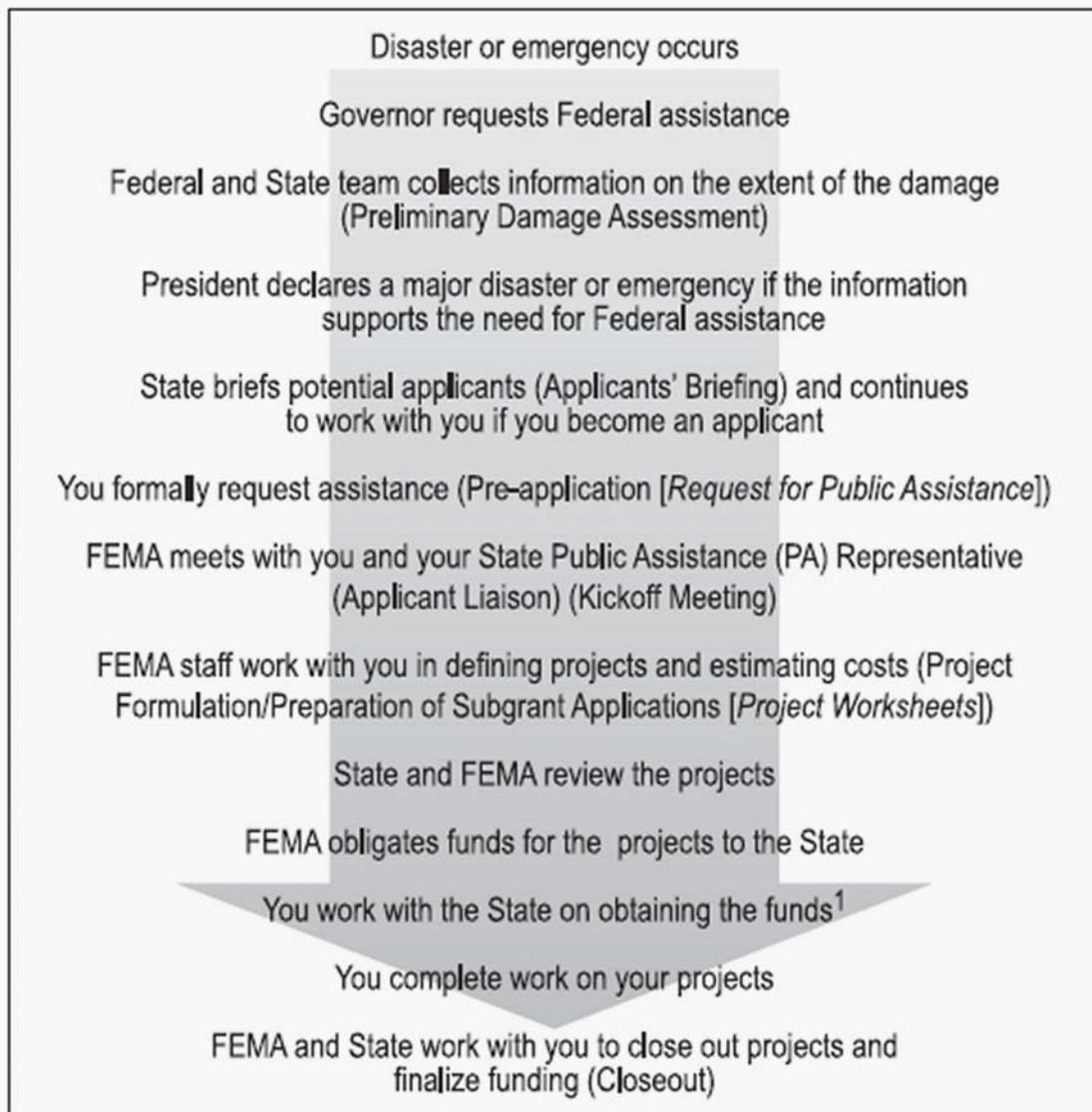
Fairgrounds must have a DUNS number (Duns and Bradstreet), which can be requested online at: [http://smallbusiness.dnb.com/13723751-1.html?cm\\_mmc=Google--  
Keyword--online--application+for+duns+number&LID=76036944](http://smallbusiness.dnb.com/13723751-1.html?cm_mmc=Google--Keyword--online--application+for+duns+number&LID=76036944)

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/](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](http://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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**END OF DOCUMENT**