Preparing to Preserve: An Action Plan to Integrate Historic Preservation into Tribal, State, and Local Emergency Management Plans
December 2008

INTRODUCTION

History

"Preparing to Preserve: An Action Plan to Integrate Historic Preservation into Tribal, State, and Local Emergency Management Plans" is part of Preserve America, a federal government-wide program that encourages and supports community efforts to safeguard our nation's priceless cultural and natural heritage.[1] In October 2006, the Preserve America Summit in New Orleans brought together a distinguished group of preservation professionals and advocates from local, state, and federal government, as well as non-profit organizations from around the country, to review the historic preservation program as it has evolved since the passage of the National Historic Preservation Act (NHPA) in1966. The group developed a series of recommendations to assist communities in advancing historic preservation at the local level.

One recommendation identified the need to find ways to "integrate historic preservation, archaeological and cultural resources into emergency management at the local, state and Federal levels." "Preparing to Preserve" proposes a series of action items to help the historic preservation community meet this need. "Preparing to Preserve" was funded through a grant from the Department of the Interior and directed by Heritage Preservation, Inc., and a Technical Advisory Committee (see Appendix A.)

The Value of Historic Preservation in Emergency Management Planning

Disasters can be concentrated in a small area or involve states or whole regions. On any scale, they can be devastating for people and communities. Both governmental agencies and non-governmental organizations are developing emergency plans to prepare communities for a variety of threats and putting in

place policies and procedures for swift and effective response actions to save lives, protect property and the environment, and meet basic human needs. In addition, planning officials are trying to ensure that the life and commerce of their communities can be quickly restored. Historic preservation can play an important part in these efforts. Research shows that the familiar landmarks of one's neighborhood – churches, schools, stores, front porches, and parks – provide a tremendous source of comfort and hope for survivors.[2] It is critical, as stabilization, repair, and reconstruction efforts begin, to protect these community icons from neglect or further damage.

Historic preservation can be a powerful catalyst for recovery and revitalization because it helps maintain and restore the fabric of a community, providing symbols of resilience in the face of disaster. Preservation professionals can aid this process by being an integral part of preparedness, mitigation, response and recovery efforts. They can partner with planning officials to ensure that well-conceived plans are adopted and implemented. They can use their existing community networks to enhance outreach and education efforts and to mobilize volunteers, as appropriate, during the response and recovery process.

Preservationists bring a wealth of experience and expertise to the table. They can help communities identify and qualify for sources of funding and technical assistance that may not otherwise be available to planning officials. Following major disasters, recovery funding through the Federal Emergency Management Agency (FEMA) in the Department of Homeland Security (DHS) typically triggers historic preservation compliance under Section 106 of the NHPA. Any strategies that protect historic properties from harm will lower the cost and time of the Section 106 review.

Target Audience

"Preparing to Preserve: An Action Plan to Integrate Historic Preservation into Tribal, State, and Local Emergency Management Plans" is primarily directed to historic preservationists including Tribal Historic Preservation Officers, State Historic Preservation Officers, statewide preservation organizations, Heritage Areas, local non-profit preservation organizations, historic district commission staff and commissioners, and Main Street managers. It also seeks to inform emergency management officials at all levels about how they can advance their objectives by including historic preservation in preparedness, mitigation, response and recovery plans. By working together, emergency management and preservation professionals can safeguard the historic built environment, expedite rebuilding efforts, and ensure that historic landmarks survive.

The action plan recognizes two realities. First, official frameworks for local, tribal, state, and federal emergency management systems are already in place. It is

incumbent on preservationists to work effectively within those systems. Second, historic preservation professionals and advocates generally have little or no experience with emergency preparedness, response, and recovery processes. They may not be aware of how emergency plans are developed and who is responsible for them. It is important for them to seek disaster training opportunities in their communities and through professional organizations, as well as form necessary partnerships before disaster strikes.

The work of historic preservationists tends to focus on slow and relentless threats to historic resources, rather than the consequences of catastrophic events. On the other hand, the top priority of emergency officials is to save lives and property and to respond quickly and effectively to help citizens find food, shelter, and medical assistance. For these officials, the historic built environment will be a secondary priority. However, when historic preservationists and emergency managers coordinate their efforts, they can develop proactive and effective plans that will benefit the entire community.

Action Plan Scope and Content

"Preparing to Preserve" explains the emergency management system, including risk assessment, hazard mitigation, response, and recovery. Then it identifies a number of opportunities and recommendations for integrating historic preservation concerns into those processes, primarily at the local and state levels. The response to all emergencies begins at the local level, and the opportunities presented require preservationists to gain an understanding of emergency policies, practices, and protocols that impact their communities. "Preparing to Preserve" provides a series of short-, mid-, and long-term action items to move forward the recommendations. It also includes two products for wide distribution: an *Emergency Planning Model Checklist for Historic Preservation*, and a *1-2-3 Guide to Building Relationships with Emergency Officials*.

"Preparing to Preserve" focuses on community-wide rather than site-specific issues. FEMA, Heritage Preservation, the National Trust for Historic Preservation (NTHP), the National Center for Preservation Technology and Training (NCPTT), and a myriad of tribal, state and local governments, organizations, and institutions have developed both site-specific and event-specific response and recovery plans and hazard mitigation strategies. In 1995, Heritage Preservation, in cooperation with FEMA, created the Heritage Emergency National Task Force to address threats to museums, libraries, archives, and historic sites, as well as irreplaceable family heirlooms. One Task Force initiative, Alliance for Response, encourages preparedness by developing local partnerships between cultural institutions and first responders in cities across the country.

Historic preservation organizations, however, are not always aware of available resources for preparedness and mitigation. And, the needs of many historic structures, districts, and landscapes that are not under the jurisdiction of a single public or private entity are not being addressed. Preservationists and emergency planners need to develop enhanced strategies and tools to deal with the emergency preparedness needs of clusters of publicly and privately owned historic resources – downtown business districts, residential neighborhoods, main street commercial strips, farmsteads, and cultural landscapes.

THE EMERGENCY MANAGEMENT SYSTEM

The Emergency Planning Process

The responsibility for emergency planning is based on a variety of federal, tribal, state, and local authorities. While DHS provides extensive guidance, technical assistance, tools and support to tribal, state and local officials, the plans, and the planning processes themselves are subject to the unique governmental mandates of each tribe, state, and locality. Furthermore, the nature and extent of any plan is largely determined by the nature of the threat and the experience of governmental officials in responding to past emergencies. Communities regularly subjected to major events (i.e., hurricanes or earthquakes) are generally more experienced in addressing emergency planning and response than those that have rarely, if ever, felt the impact of human-caused or natural disasters.

State emergency response plans can serve as models for local and tribal planning officials to guide their actions in the event of an emergency, but they do not prescribe local planning, response, or recovery activities. These plans typically divide responsibilities in order to address particular needs: urban search and rescue, food, shelter, medical services, transportation, communications, public works, firefighting, and more.

At the local or regional level, emergency preparedness is often the responsibility of a town, city, or county government. The capacity to undertake such planning varies from one locality to another. Emergency preparedness may fall to senior emergency officials such as fire or police chiefs, who may or may not have the skills and training to create viable, comprehensive community emergency plans, much less address the specific needs of cultural resources and historic properties.

Most disasters are handled on the tribal, state, or local level and do not require federal assistance. A state plan goes into effect only when the local response is overwhelmed or ineffective. Within DHS, FEMA leads the federal response,

which is initiated only after a request by a governor and approval by the President through a Presidential disaster declaration. Even when Federal assistance is triggered, it may occur days or even weeks after the event. Actions are then carried out jointly by federal departments and agencies in collaboration with state, tribal and local jurisdictions.

The Disaster Cycle

Local government's emergency services are the first to respond to a disaster, often with assistance from adjacent jurisdictions, the state, and other agencies. They utilize the Incident Command System (ICS), which provides standard response and operating procedures to ensure effective communication among a variety of agencies not accustomed to working together.

When a state is overwhelmed by catastrophic events, the governor can request federal resources. Provision of federal assistance is authorized by a Presidential disaster declaration, and mobilized by DHS through FEMA. Such assistance may address search and rescue, electrical power, food, water, shelter, and other basic human needs. Requests for federal assistance require significant commitments by the states for recovery efforts.

Major disaster declarations follow these steps:

- Local governments respond, supplemented by neighboring communities and volunteer agencies. When a local jurisdiction is overwhelmed,
- The state responds with resources such as the National Guard and state agencies;
- Damage assessments are taken by local, state, federal, and volunteer organizations to determine losses and recovery needs;
- A major disaster declaration is then requested by the governor, based on the damage assessment, and an agreement to commit state funds and resources to the long-term recovery;
- DHS through FEMA evaluates the request and recommends 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 DHS 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.

Emergency planning at all levels generally consists of three linked steps – risk assessment, mitigation planning, and planning for response and recovery.

Risk Assessment

In order to adequately respond to a threat, communities must first understand the nature of the hazards they face. Risk assessment is the deliberate process of understanding the likelihood that an asset is threatened or vulnerable, recognizing the severity of foreseeable consequences and then selecting and

implementing actions to reduce the risk.[3] Mitigation measures with the greatest benefit for reducing harm are typically selected.

For example, if a community is located along a rail line where hazardous materials are regularly conveyed, first responders will need to train in hazardous materials handling and be sure they have the appropriate equipment to respond safely.

Risk assessments also identify what resources beyond human life could be threatened by disasters. Currently, very few communities have completed comprehensive surveys of their historic resources. Often, the information they have is not in an electronic format that can be easily integrated with emergency planning efforts, databases, and mapping platforms. For this reason, historic properties may not be included in community risk assessments.

Hazard Mitigation Planning

Mitigation planning is a process for tribal, state, and local governments to identify policies, activities, and tools to reduce the potential for damage from disasters. In this way, hazard mitigation provides opportunities to reduce or eliminate long-term risks to life and property. The process has four steps: organizing resources, assessing risks, developing a mitigation plan, and implementing the plan and monitoring progress.

Following the risk assessment, planners usually begin the process of considering ways to protect valuable resources. For example, in flood-prone areas, levees may be built or structures elevated above the flood plain. Structures located along fault lines may be retrofitted to protect them from earthquakes. In hurricane-prone areas, property owners may be encouraged to install hurricane shutters on windows or straps on roofing systems. Buildings may be relocated from the most vulnerable areas.

Some mitigation measures may have serious consequences for historic resources. In locally designated historic districts, historic district commissions typically review the potential impacts of mitigation measures proposed for historic properties. In cases where federal funds are used for mitigation projects, NHPA Section 106 reviews will likely be triggered, ultimately requiring that repairs to historic properties be carried out according to the Secretary of the Interior's Standards for such actions. For example, these standards may require the use of matching materials such as mortar color and joints as well as paint colors or other finishing details.

FEMA has developed an excellent guide, "Integrating Historic Property and Cultural Resource Considerations into Hazard Mitigation Planning."[4] Florida also

has a new publication, "Disaster Mitigation for Historic Structures: Protection Strategies."[5] Both outline mitigation strategies to preserve the integrity of historic resources, while at the same time allowing alterations to buildings to withstand potential threats. However, for communities to be successful in balancing these competing objectives, they need to have the expertise and training of design professionals knowledgeable in overseeing and adequately reviewing such mitigation measures before carrying out these plans.

Emergency Response and Recovery

Hazard mitigation plans are not fool-proof. The next step in the emergency planning process is to consider how to respond to disasters and what procedures should be put in place to assist recovery efforts of historic resources after immediate threats have passed.

As noted above, many outstanding tools and guidelines have been developed to address *site-specific* preservation – that is, publicly or privately held historic sites, museums, collections, and public buildings. There are numerous publications that aid historic sites and collections managers in assessing the risks to their facilities, integrating mitigation measures whenever possible, and responding to a disaster when it occurs.[6] Similarly, communities that regularly experience threats from hurricanes, floods, fires, tornados, and earthquakes have developed brochures that can be distributed to property owners to aid them in preparing their homes or businesses for disaster, and then guiding them through proper recovery techniques. Many agencies and organizations are working to expand and refine such guidance and to make those resources more widely available.

Unfortunately, beyond site-specific response plans, there is little in the way of historic resource guidance that can aid tribal, state, and local officials in planning for large-scale disasters that might impact multiple sites, landscapes, districts, and large geographic areas.

Tribal, state, and local response plans typically include a number of components that affect historic preservation interests:

- Site and staging areas for response equipment and personnel
- Debris removal and disposal sites
- Plans for extracting collections
- Planning for salvage
- Emergency Operations Center personnel
- Damage assessments
- Demolition permitting processes and criteria
- Regulatory review for building permits
- Designating temporary housing sites

- Prioritizing post-disaster recovery activities.

In addition, preservation organizations and emergency planning officials can add volunteer resources to their response efforts through networks such as the Heritage Emergency National Task Force, in order to aid recovery of historic resources. For example, assessment teams can review damages to historic properties and consider needed repairs, how they should begin, and what financial assistance might be available.

Perhaps the greatest challenge to integrating historic preservation into emergency preparedness planning is bridging the gap in communications between historic preservationists and emergency management officials and first responders. In recent years, cultural resource organizations have become more proactive in coming together with emergency management officials through initiatives like Alliance for Response. Such efforts provide opportunities for closer working relationships between emergency professionals and heritage resources of all types.

OPPORTUNITIES TO INTEGRATE HISTORIC PRESERVATION INTO EMERGENCY PROCESSES

Risk Assessment

Communities cannot adequately prepare for disaster until they fully understand the scope and nature of the hazards they face and the resources they have at risk. Very few communities have adequate and up-to-date surveys of their historic resources. Where surveys do exist they are often in paper format or in databases that may not be compatible with the data platforms being used by emergency planners.

The Preserve America Summit called for the creation of a comprehensive state- or tribal-based inventory of the nation's historic, archeological, and cultural resources. The National Park Service (NPS) through its "National Historic Property Inventory Initiative," has a major role in the inventory effort. "Preparing to Preserve" endorses the NPS initiative, which encourages states and tribes to convert paper inventories to digital format, improve inventory quality, and share inventory data as needed to address emergency response.

All communities should complete a comprehensive survey of their historic resources and map those resources using GIS. The survey should be

compatible with city or county emergency preparedness databases and mapping platforms, and it should be easily and regularly updated.

Hazard Mitigation

When the full scope and nature of the resources at risk are understood, communities can try to find ways to protect them. Where historic properties are involved, emergency management officials and preservationists can work together to find ways to mitigate threats, while at the same time preserving the character and integrity of the historic resources. This process may be difficult and choices will need to be made, but models such as those developed in Florida and Tulsa, Oklahoma, can serve as guides to inform the decision-making process. To help ensure that the historic integrity of resources is protected during mitigation projects, preservationists can undertake training in design review, volunteer to review current plans, and share best preservation practices.

State Historic Preservation Offices, historic district commissions, and local preservation organizations should offer to work with the emergency managers responsible for developing comprehensive hazard mitigation plans.

Tribal, State, and Local Emergency Response Plans

Preservationists can play an active role in developing or modifying these emergency plans by identifying historic resources that may require special attention in emergencies and by recommending procedures that can help prevent further damage during response and recovery efforts. Preservationists can also offer guidance on preserving the integrity of historic resources during restoration and repair.

Every official emergency preparedness plan includes the activation of an Emergency Operations Center (EOC). The personnel assigned to the center–drawn from many agencies and sectors in the community–oversee both the response and immediate recovery efforts. A historic preservation professional can support the EOC's work by identifying historic resources that have been affected, providing trained volunteers for damage assessment teams, evaluating damage reports, and consulting on site-specific recovery efforts, especially in historic areas that may require special treatment.

Ask the local Emergency Operations Manager to include a qualified preservation professional at the Emergency Operations Center.

Once life and safety issues are addressed, there is an urgent need for comprehensive damage assessments to streamline and expedite recovery. Teams are sent out to survey building conditions, determine the nature and

scope of the damage, and suggest stabilization methods. Sometimes judgments need to be made quickly about the safety and structural integrity of buildings and whether repair is feasible. Typically, assessment teams include local and regional building officials and, if the disaster is widespread, FEMA inspectors. Architects, engineers, and inspectors with training and expertise in historic structures and sites should be included on assessment teams whenever possible. Preservation expertise lays the groundwork for more effective stabilization, repair, and rehabilitation in historic areas. It also minimizes the need for extensive resurvey and reassessment that may be necessary for properties eligible for Federal assistance and thus subject to compliance with NHPA Section 106.

Recruit and train qualified preservation professionals to serve on local Damage Assessment Teams.

The forms used by local authorities to assess damage to historic resources should be designed to address architectural characteristics and qualities that may require special treatment as well as traditional structural considerations. Ideally, these forms would be compatible with and linked to a comprehensive survey database maintained by the State Historic Preservation Office, so that determinations made during the assessment would automatically become part of the database.

Develop damage assessment forms and processes that take into consideration the special materials and features of historic properties.

The demolition of buildings damaged by disaster can be a contentious issue. Safety is the primary concern; some buildings are so badly damaged as to be uninhabitable and beyond repair. Local officials may also feel pressured to move ahead with clearing debris and beginning the process of rebuilding. However, communities devastated by disasters can be further degraded by hasty actions which destroy historic properties and damage the fabric of historic neighborhoods. Most state historic preservation offices have guidelines on documentation, salvage, and other post-disaster procedures for historic resources. Preservationists should make sure that local building and emergency officials are aware of these best practices and allow time to properly evaluate damage and explore preservation solutions.

Work with local officials to develop a post-disaster demolition permitting process that encourages a preservation ethic and allows for the evaluation of damaged resources by historic preservation experts.

Historic District Commissions and other regulatory review bodies should consider how they will operate in the wake of disaster. If property damage is severe, the number of permit applications coming before them will dramatically increase. If property owners feel that the permit process is not undertaken in a timely fashion, they will be inclined to ignore the process altogether. When this happens, historic fabric is often lost and inappropriate changes occur which are not easily reversed. Modifications can be made to the application and review process to aid property owners in planning post-disaster repair and rehabilitation projects. For example, the commission can shorten the time period for review from the standard 30- to 45-day cycle to a 14- to 21-day cycle. Similarly, the commission can put in place staff approval procedures for certain standardized repair and restoration permit requests, or it can allow provisional approvals. In some cases, temporary replacements for windows, doors, roofs and other weatherproofing features may be approved with the understanding that the owner will return at a later date with plans for appropriate long-term repairs and replacements.

Encourage regulatory review bodies to adopt rules and procedures for post-disaster review and permitting.

During the planning process, officials identify sites where response and recovery personnel, equipment, and activities can be accommodated. For example, utility crews arriving from other cities will need a place to assemble and to store their equipment. Similarly, responders may need a temporary site to bring debris after they have cleared roads and access routes. A historic preservationist and/or archeologist can help identify sites that will not negatively impact historic resources.

Urge local officials to select locations for temporary housing, evacuation sites, utility and service staging areas, and debris removal and storage that do not impact heritage resources.

Unique and often irreplaceable building materials and features can be lost in any disaster. Every effort should be made to recover as much of the original building fabric as possible. It is important that materials remain on site until they can be evaluated by historic preservation professionals. Some damaged decorative elements may never be usable, but they can provide guidance in reconstruction. Local and state emergency plans should include salvage protocols for historic properties and, whenever possible, training for salvage contractors on the special needs of historic materials and features.

Develop salvage protocols for historic resources and work to have them included in tribal, state, or local emergency response plans.

Much in the same way that preservation interests should be represented at the EOC, so too a preservation representative should be involved when local, state, and tribal plans are being drawn for recovery and rebuilding. The preservationist can provide advice regarding which neighborhoods and districts should receive priority attention in the repair and rebuilding phase. He/she can identify sources of funding and technical assistance available to historic resources and help the community develop requests to secure funding. The preservation representative can also recruit and organize volunteers with practical skills who can be put to work in the recovery effort.

> ***Propose that a qualified preservation professional take part in deliberations regarding post-disaster recovery activities.***

Training

First responders receive on-going training in life safety and recovery techniques during disasters. Emergency management planners learn how to develop comprehensive mitigation, response, and recovery plans. In addition, they receive extensive guidance from DHS through FEMA about the federal emergency management program and how to access federal assistance when appropriate. However, beyond the FEMA mitigation guide for historic resources, there is very little training and guidance for planners or responders who may be dealing with historic resources before, during, or after a disaster. DHS through FEMA has begun to develop a training module designed to teach emergency planners and responders about the unique characteristics and requirements of historic and cultural resources.

> ***Develop a training course that addresses the planning, response and recovery needs of historic resources for emergency management planners and first responders.***

For their part, most historic preservationists, except for those who regularly face human-caused and natural disasters, have little access to mitigation, response, or recovery training of any kind. They generally do not see emergency planning as part of their mission. Unfortunately, this means that when historic resources are impacted by a disaster of any size or severity, preservationists are not ready to respond quickly and effectively to work with emergency officials.

Historic preservationists are more likely to become part of emergency response if they take part in Community Emergency Response Team (CERT) training. CERT training is wholly focused on life safety and incident stabilization, and CERT teams are among the first on-site responders during a disaster. CERT training offers historic preservationists the opportunity to gain first-hand knowledge of

how emergency response and recovery is undertaken and to build relationships with emergency officials in their communities. CERTs would also benefit by having team members with unique knowledge and expertise about the built environment. Historic preservationists, architects, engineers, and conservators should be encouraged by their professional organizations to become CERT-trained as a way to expand their knowledge and enhance their credentials. In this way, they could become an integral part of the response and recovery apparatus in their communities. They also, over time, may be able to expand CERT training to include response and recovery strategies for heritage resources.

Encourage historic preservationists and other built environment professionals to become CERT-trained. Explore ways to expand CERT training to include consideration of heritage resources.

Outreach

More than anything, historic preservationists need to begin talking to the emergency management officials and first responders in their community. Preservationists need to demonstrate that they and their organizations bring important expertise and resources to the planning process and offer themselves as partners in risk assessment, mitigation, response, and recovery planning and implementation. They also need to make a comprehensive case for why historic preservation should be part of local emergency management planning and recovery efforts, including the economic benefits of historic resource protection and restoration.

Build relationships between the historic preservation community and emergency management officials and first responders.

Develop a cost-benefit formula that can be used to determine the economic value of historic resources and the economic impact to the community of their loss.

RECOMMENDED ACTION ITEMS

Short-term

1. Emergency Planning: A Model Checklist for Historic Preservation, e-mail version.

The checklist is designed to give preservationists and emergency planners a list of goals to achieve when working to integrate historic preservation into their own tribal, state or local emergency response plan. It enumerates a series of provisions that, if adopted, would better protect the built environment from disasters and help to ensure that procedures for repair and restoration preserve the integrity of the historic resources to the greatest extent possible.

2. 1-2-3 Guide to Building Relationships, e-mail version.

The 1-2-3 guide suggests a series of actions that historic preservationists can take to reach out to and partner with emergency managers and first responders.

Mid-term

3. Model newsletter article, 500-750 words.

Preservationists are only just beginning to understand that they can play a role in emergency preparedness planning in their community. Development of a newsletter article, using this action plan as a framework, can be a first step in educating historic preservation advocates about emergency management and how these two professions can be effective partners. It should be distributed as widely as possible.

4. Emergency Planning: A Model Checklist for Historic Preservation - printed version.

A printed checklist would be substantially the same as the e-mail version described in recommendation number 1. The printed version could be handed out at meetings and conferences of historic preservationists and emergency management personnel. The e-mail and printed versions should be further enhanced by being keyed to a Web-based tool kit that would offer model procedures and forms, as well as examples of best practices in the field.

5. Participation in Community Emergency Response Team (CERT) training.

Professional associations and non-profit organizations including American Institute of Architects (AIA), American Institute for Conservation (AIC), American

Society of Landscape Architects (ASLA), American Planning Association (APA), National Conference of State Historic Preservation Officers (NCSHPO), the National Trust for Historic Preservation (NTHP), the National Alliance of Preservation Commissions, and others should encourage their members to become CERT-certified. Preservationists should explore ways to expand CERT training to include consideration of historic resources.

6. Peer-reviewed Model Damage Assessment Form.

Several examples of damage assessment forms are currently in use throughout the country. However, there is no standardized format or widely accepted model that is particularly applicable to historic resources. A team consisting of preservation advocates, architects, structural engineers, and emergency planning officials should develop a form that can be adapted to various regions and resources and linked to GIS inventory and mapping systems. The form should be reviewed and adopted by experts in the fields of historic preservation, architecture, and engineering, and be widely distributed.

7. Peer-reviewed Model Historic District Commission Post-Disaster Review Policy and Procedures.

Model policies and procedures should be developed and widely distributed; however, each historic district commission and regulatory review body should develop policies and procedures that are suitable to their particular laws and resources.

8. Sample demolition policy statement and post-disaster permit procedures.

Emergency preparedness and recovery plans should explicitly identify historic resources and target them for recovery. A model demolition review procedure should be developed as a guide for communities to use in developing their own policy and procedures regarding demolition.

9. Revised EMAC requirements that include historic preservation assets.

Nationally, state-controlled human resources, equipment, and service assets that can be deployed to aid communities during emergencies are defined and inventoried under the Emergency Management Assistance Compact (EMAC). EMAC does not yet include cultural resource skills that would be helpful in cases where historic resources have been impacted by disasters. There is no national directory of specialists who deal regularly with historic resources in disasters and understand their unique requirements. Historic preservation advocates and emergency planning officials should work together to define EMAC resources

that would aid response and recovery efforts for historic resources. Architects, landscape architects, engineers, building inspectors, salvage consultants, and others with expertise in historic preservation should be part of the EMAC network.

10. Revised set of action plan recommendations and advice designed specifically for Tribes.

Many of the recommendations and approaches outlined in this action plan are applicable to tribal planning officials looking to safeguard their heritage resources in the event of disasters. However, emergency preparedness planning on tribal lands poses unique challenges and opportunities. All of the recommended action items and approaches should take into consideration tribal perspectives and be amended and augmented as appropriate.

11. Visual presentation to explain the mitigation, response, and recovery planning process and opportunities for adding historic preservation strategies.

Using this action plan as a framework, a visual presentation should be developed for historic preservation audiences.

Long-term

12. Comprehensive inventory of historic resources, especially in areas that are disaster-prone.

This report acknowledges and encourages the National Park Service's "National Historic Property Inventory Initiative" and suggests that areas that are particularly prone to catastrophic natural and human-caused events be given priority in the surveying process. Disaster-prone areas simply cannot wait for the next disaster.

13. More professional training opportunities for emergency management officials, first responders and historic preservationists.

FEMA should be encouraged to complete the development of its training module on cultural heritage for emergency planners and first responders.

14. Model cost-benefit formula for assessing the economic impacts of the loss and recovery of historic resources.

Methods of modeling the cost and benefits of historic resource recovery should be identified. The findings of models can then inform the decision-making process. Information on the economic benefit of including historic preservation activities in mitigation, response, and recovery should be developed.

ACTION PLAN IMPLEMENTATION GUIDE

	Action Item	Possible Lead Organizations Agencies, and Partners	Audience
SHORT-TERM	1. Emergency Planning: A Model Checklist for Historic Preservation, e-mail version	Heritage Preservation, Inc	Historic preservation community (HPs)
	2. 1-2-3 Guide to Building Relationships, e-mail version		
MID-TERM	3. Model newsletter article, 500-750 words	DOI, FEMA, Heritage Preservation	HPs
	4. Emergency Planning: A Model Checklist for Historic Preservation - printed version	DOI	HPs and emergency managers (EM)
	5. CERT training for preservationists	NTHP, AIA, AIC, NCSHPO, NATHPO	HPs
	6. Peer-reviewed Model Damage Assessment Form	NCPTT, NPS, NTHP, AIA, AIC, NCSHPO	EMs, HPs, SHPOS
	7. Peer-reviewed Model Historic District Commission Post-Disaster Review Policy and Procedures	NAPC, NPS	Historic district commissions (HDC), HPs, SHPOS
	8. Sample demolition policy statement and permit procedures	NAPC, NCPTT, NPS, NTHP, AIA	HPs
	9. Revised EMAC requirements that include historic preservation assets	FEMA, NTHP	HPs, EMs
	10. Action plan for Tribal planners and preservationists	NPS, FEMA, NATHPO	Tribal EMs, THPOs
	11. Visual presentation	DOI	HPs,EMs
LONG-TERM	12. Comprehensive inventory of historic resources	NPS	
	13. Training	FEMA	HPs, EMs
	14. Model cost-benefit formula	FEMA, NPS, NTHP	

Acronyms: NCPTT – National Center for Preservation Training and Technology, NPS – National Park Service, AIA – American Institute of Architects, AIC – American Institute for Conservation, NCSHPO – National Conference of State Historic Preservation Officers, NAPC – National Alliance of Preservation Commissions, NATHPO – National Association of Tribal Historic Preservation Officers, NTHP – National Trust for Historic Preservation

APPENDICES

A. Technical Advisory Committee Members
B. Historic Preservation Constituency Contact List
C. Information Sources

ATTACHMENTS

Emergency Planning: A Model Checklist for Historic Preservation
1-2-3 Guide to Building Relationships

ACKNOWLEDGEMENTS

Susan West Montgomery served as project coordinator for "Preparing to Preserve" and authored the report.

ENDNOTES

1. For more information visit www.preserveamerica.gov.

2. Thorp, Sarah M., "Integrating Historic Preservation and Disaster Management," University of Pennsylvania, Thesis, 2006.

3. FEMA Risk Assessment/Risk Management, www.fema.gov, 2008.

4. FEMA, "Integrating Historic Property and Cultural Resource Considerations into Hazard Mitigation Planning: State and Local Mitigation Planning How-to Guide," 2005.

5. Florida Division of Historical Resources, Department of State, Division of Emergency Management, Department of Community Affairs, 1000 Friends of Florida, "Disaster Mitigation for Historic Structures: Protection Strategies," 2008.

6. See Appendix C for list of information sources.

Appendix A: TECHNICAL ADVISORY COMMITTEE MEMBERS

Alan Aiches, Historic Preservation Specialist, Federal Emergency Management Agency, Department of Homeland Security

Martha Catlin, Program Analyst, Advisory Council on Historic Preservation

James Cocks, American Institute for Conservation of Historic and Artistic Works, Collections Emergency Response Team (AIC-CERT)

Fred Gaske, State Historic Preservation Officer and Division Director, Florida Division of Historical Resources, Department of State

James "Butch" Grimes, Architect, American Institute of Architects, National Council of Architecture Registration Boards

Andrew Ferrell, Chief, Architecture and Engineering Program, National Center for Preservation Technology and Training

John Hildreth, Director, Southern Regional Office, National Trust for Historic Preservation

Ann Hitchcock, Senior Advisor for Scientific Collections and Environmental Safeguards, National Park Service

Bambi Krause, President, National Association of Tribal Historic Preservation Officers

Jane Long, Vice President, Emergency Programs, Heritage Preservation

Tim Lovell, Executive Director, Tulsa Partners, Inc.

Cooper Martin, Manager, Communities by Design, American Institute of Architects

David Reese, Environmental and Historic Preservation Program Manager, Department of Homeland Security

Brian Robinson, President, Association for Preservation Technology

Jan Thorman, National Coordinator for Protection of Natural and Cultural Resources and Historic Properties under Emergency Support Function #11 of the National Response Framework, Department of the Interior

Jane Thursby, Operations Planner, Maryland Emergency Management Agency

Charles Tonetti, Architect, National Park Service, Philadelphia, PA

Christopher Touzeau, Montgomery County (Maryland) Fire Rescue Services

Appendix B: **HISTORIC PRESERVATION CONSTITUENCY CONTACT LIST**

Historic District Commissions
National Alliance of Preservation Commissions
Drane Wilkinson, Executive Director, 706.542.0169, drane@uga.edu

Tribal Historic Preservation Officers
National Association of Tribal Historic Preservation Officers
Bambi Kraus, President, 202.628.8476, bambi@nthpo.org

State Historic Preservation Officers
National Conference of State Historic Preservation Officers
Nancy Miller Schamu, Executive Director, 202.624.5456, schamu@sso.org

Historic Landmarks Site Managers and Boards
National Historic Landmarks Stewards Association
Lisa Craig, President, info@nationallandmarks.org

Main Street Managers
National Main Street Center, National Trust for Historic Preservation
Doug Loescher, Director, 202.588.6219, doug_loecher@nthp.org

Statewide and Local Preservation Organizations
National Trust for Historic Preservation, Statewide and Local Partnerships Program
Susan West Montgomery, Associate Director, 202.588.6000
Hannah Smith, Program Associate, 202.588.6174, Hannah_smith@nthp.org

Appendix C: **INFORMATION SOURCES**

Federal Emergency Management Agency, Disaster Information Services
www.fema.gov/hazard

Federal Emergency Management Agency, Environmental and Historic Preservation Program
www.fema.gov/plan.ehp

Heritage Preservation, Heritage Emergency National Task Force
www.heritagepreservation.org/programs/taskfer.htm

National Center for Preservation Technology and Training
www.ncptt.nps.gov

National Park Service, Federal Preservation Institute, Historic Preservation Learning Portal
www.historicpreservation.gov

National Trust for Historic Preservation, Disaster and Recovery Information
www.preservationnation.org/resources/technical-assistance/disaster-recovery