

DIVISION OF HISTORICAL RESOURCES • FLORIDA DEPARTMENT OF STATE  
DIVISION OF EMERGENCY MANAGEMENT • FLORIDA DEPARTMENT OF COMMUNITY AFFAIRS  
1000 FRIENDS OF FLORIDA

# DISASTER PLANNING FOR FLORIDA'S HISTORIC RESOURCES





Cover photo credits: Bonnet House Museum and Gardens, NASA, The Tampa Tribune  
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# On-line Review Tests

**This is the on-line version of *Disaster Planning for Florida's Historic Resources*. This manual focuses on steps that local communities can take, in coordination with the Federal Emergency Management Agency, Florida Division of Emergency Management, and Florida Division of Historical Resources, to ensure that local historic resources are appropriately considered in emergency management activities.**

**After each section of this on-line manual, you will find a list of questions which will encourage you to evaluate your community, and a review test. Both are designed to help you evaluate your comprehension of the material presented and how it might be applied. The answers can be found just before the back cover, on pages 81 to 83 of this on-line PDF.**

# Disaster Planning for Florida's Historic Resources

Prepared by 1000 Friends of Florida on behalf of the Division of Historical Resources, Florida Department of State and the Division of Emergency Management, Florida Department of Community Affairs

September 2003

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*This publication has been funded in part with grant assistance provided by the Florida Department of State and Florida Department of Community Affairs. It was prepared by 1000 Friends of Florida with input from the Technical Advisory Committee. The contents and opinions do not necessarily reflect the views or opinions of the Department of State, nor does the mention of trade names or commercial products constitute their endorsement or recommendation.*

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## INTRODUCTION

Florida's many historic resources contribute significantly to the state's character and economic base. Landmark buildings and structures, historic districts, and archaeological sites reflect a community's distinct heritage and are a source of pride for area residents. Communities such as Key West, St. Augustine, Miami Beach, Tarpon Springs, and others are well known for their many historical and cultural resources. These and many others across Florida rely substantially on cultural and heritage tourism dollars to support their economic base and provide employment and business opportunities.



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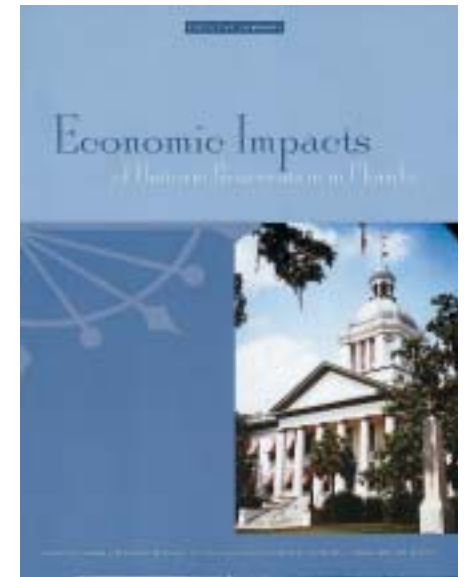
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VIVIAN YOUNG

According to *Economic Impacts of Historic Preservation in Florida*, a statewide analysis of historic preservation activity commissioned by the Florida Department of State, historic preservation benefits the state by some \$4.2 billion annually. In 2000 alone:

- More than 123,000 jobs were generated in Florida from historic preservation activities.
- More than \$657 million in state and local taxes were generated from spending on historic preservation activities.
- More than \$3.7 billion was spent in Florida by tourists who visited historic sites.



While Florida has been a leader in working with communities to develop local planning, response, recovery, and mitigation strategies for disasters, little work has been done to address the unique needs of historic resources in preparation for and in response to a disaster. Previous disasters have highlighted the need for more effective pre-disaster planning and post-disaster recovery related to historic resources. A lack of preparedness can lead to the inadvertent loss of or increased damage to historic resources. Insufficient damage assessments, unsuitable debris management, inappropriate repair, and limited input from knowledgeable state and local preservation professionals all contribute to the problem.

Planning for the protection of historic resources prior to a disaster is smart public policy. This manual includes steps to improve coordination between emergency management and historic preservation efforts within a community in order to reduce disaster-related damage and rebuild local economies more quickly.

**Florida's vulnerability to disasters from hurricanes, fires, flooding, terrorism and other events places key historic resources—and local economies—at risk. The sooner a community recovers from the effects of a disaster, mitigates the damage, and rehabilitates its historic infrastructure, the more quickly its local economy can rebound.**

# 1

## HISTORIC PRESERVATION AND EMERGENCY MANAGEMENT: AN OVERVIEW

Over the last few decades, myriad programs have been established at the federal, state, and local levels to promote the preservation of significant historic resources. Separate programs have been created to help communities better plan for and recover from disasters. With only a few exceptions, there has been little interaction between these two efforts, leaving historic resources highly vulnerable to the effects of disaster.



A 2000 fire in Ybor City damaged historic buildings. THE TAMPA TRIBUNE

# Historic Preservation Programs

Numerous regulatory, incentive-based, and voluntary programs exist to promote the preservation of significant historic resources. These include strategies to **identify** potential historic resources, **evaluate** their significance, and **protect** those resources found to be significant. Following are some of the programs that can complement emergency management efforts.

## National Programs

**The National Historic Preservation Act (NHPA)** of 1966 established a series of programs to advance preservation. To evaluate and recognize the significance of historic resources, it established the **National Register of Historic Places**, an official listing of buildings, structures, sites, and objects that have been found to be significant in American history, architecture, archaeology, engineering, and culture at the local, state, or national levels. To protect significant resources, **Section 106** of NHPA, as amended, establishes historic preservation as a responsibility of all federal agency planning, decision-making, and project execution.

To implement the NHPA, the National Park Service established a series of standards to guide devel-



Sarasota's Ringling Museum is one of Florida's many historic resources listed in the National Register of Historic Places. FLORIDA DEPARTMENT OF STATE



opment activities affecting historic and archaeological resources. These include the **Secretary of the Interior's Standards and Guidelines for Rehabilitation** to guide alterations to significant historic buildings, and the **Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation**, which guide archaeological, historical, and architectural documentation, preservation planning, and other topics.

The **National Environmental Policy Act (NEPA)** of 1969 establishes a national policy for the environment, including to “preserve important historic, cultural, and natural aspects of our national heritage . . . .” Prior to the approval of a project involving federal action, both NEPA and NHPA require the identification of significant resources, analysis of the potential impact of the federal action on those resources, analysis of alternatives, disclosure of the information to the public, and consideration of public views.

Entitled **Protection of Historic Properties, 36 CFR 800** includes the federal regulations that govern the Section 106 process of NHPA. It also establishes the process whereby federal agencies can use the preparation of an **Environmental Analysis (EA)** or **Environmental Impact Statement (EIS)** to comply with Section 106 of NHPA, and provides guidance on how agencies can comply with both acts.

### State and Tribal Programs

Each state is required under NHPA to designate a **State Historic Preservation Officer (SHPO)** and maintain an office staffed with qualified preservation

professionals. In Florida, the Director of the **Division of Historic Resources, Florida Department of State**, serves as the SHPO.

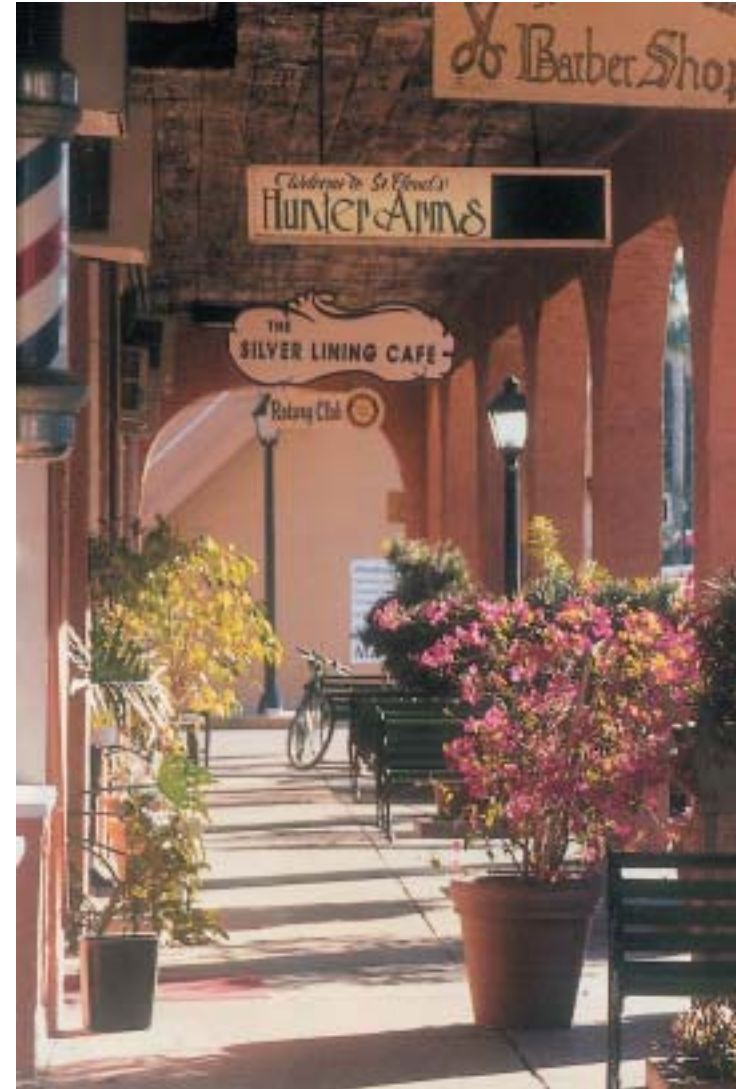
To identify potential historic resources, the SHPO's responsibilities include directing and conducting a comprehensive statewide survey of historic resources and maintaining an inventory of such resources, known as the **Florida Master Site File (FMSF)**. To evaluate their significance, the SHPO assists with generating and evaluating the nomination of properties to the National Register of Historic Places. To protect significant resources, the **Compliance and Review Section** of the SHPO evaluates the impact of federal and state “undertakings” on historic resources through Sections 106 and 110 and F.S. 267, the Florida Historical Resources Act.

In addition to its federally required responsibilities, Florida has chosen to undertake a number of other programs to encourage historic preservation. For example, Florida has heritage tourism programs and provides state grants for a variety of local preservation activities.

Separate from state efforts, each federally recognized Indian Tribe may appoint a **Tribal Historic Preservation Officer (THPO)** who performs the same role as the SHPO on behalf of the tribe, and has jurisdiction on tribal lands for Section 106 undertakings.

### Local Programs

While local preservation programs are not mandated, there are a number of options for interested communities. Many communities across Florida have adopted **historic preservation ordinances** in order to



A number of communities have been designated as Florida Main Street cities. ERIC DUSENBERY

**locally designate historic properties.** Typically, they establish an **architectural review board** to review exterior changes to the designated properties to ensure that they are sensitive to the historic character of the property, and often use the federal Secretary of the Interior's Standards for Rehabilitation as the basis for their review. Some communities employ a **professional preservation planner** to administer these programs. Communities with a historic preservation ordinance and a **historic preservation board or commission** (or architectural review board) may apply to be designated as a **Florida Certified Local Government (CLG)**. This program links all three levels of government (federal, state, and local) into a preservation partnership for the identification, evaluation, and protection of historic properties, and makes designated communities eligible for small federal preservation grants.

A number of communities also participate in voluntary preservation programs, including Florida's **Main Street Program** to revitalize historic downtown commercial areas. Other communities may have a **historical society** or **historic preservation organization** to generate greater awareness of local history and resources, or a **historic house museum** staffed by preservation professionals. Any of these local groups can provide public input during the federal Section 106 process, and may be able to provide technical assistance and knowledge in developing and implementing a local historic preservation emergency management program.

## Historic Resources

Historic resources include buildings, districts, sites, structures, and objects that are significant in history, architecture, archaeology, engineering, and culture. Typically, they are at least fifty years old, unless they have achieved exceptional significance in less than fifty years. They must retain a high degree of integrity, meaning that they retain their historic physical characteristics such as design, location, and materials.

### The National Register of Historic Places

Some historic resources have been listed or been determined eligible for listing in the National Register of Historic Places (NRHP), the nation's official list of cultural resources worthy of preservation. Resources listed in the National Register are offered a degree of protection from federal actions. The National Register is administered by the National Park Service of the U.S. Department of the Interior.

### Local Designation

Many communities have adopted a local historic preservation ordinance that establishes a process to designate significant historic resources. These resources may or may not be listed in the National Register. Typically, the ordinance establishes an architectural or design review board, review process, and criteria to review plans to alter, relocate or demolish locally designated historic resources.

### Florida Master Site File

Maintained by the Division of Historical Resources, Florida Department of State, the Florida Master Site File (FMSF) is a partial inventory of potential historic resources that have been surveyed in counties across Florida. It is important to note that all resources included in the FMSF are not necessarily significant; likewise, there may be significant resources not included. However, the FMSF provides an important starting point to identify historic resources in a community.

**Historic resources include buildings, districts, sites, structures, and objects significant in history, architecture, archaeology, engineering, and culture.**



**BUILDING—St. Mary's Episcopal Church, Green Cove Springs.** FLORIDA DEPARTMENT OF STATE



**DISTRICT—Key West Historic District.** VIVIAN YOUNG



**SITE—Anastasia Island Coquina Quarry, St. Johns County.** VIVIAN YOUNG



**STRUCTURE—Ft. Denaud Swing Bridge, Hendry County.** FLORIDA DEPARTMENT OF STATE



**STRUCTURE—Promotional Dinosaur, Hernando County.** FLORIDA DEPARTMENT OF STATE



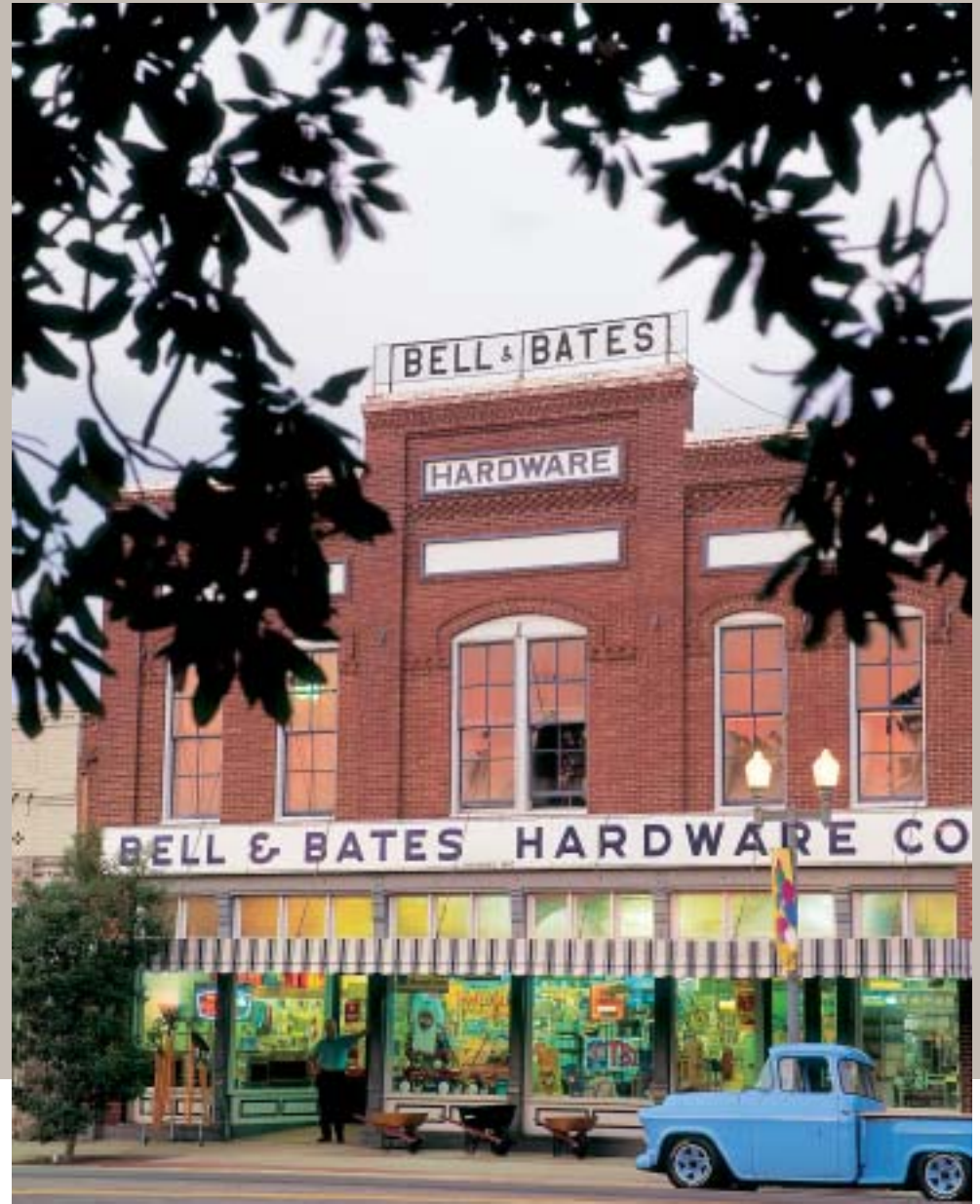
**NATIONAL SIGNIFICANCE**—Castillo de San Marcos, St. Augustine. VISIT FLORIDA

**STATE SIGNIFICANCE**—Old Capitol, Tallahassee. FLORIDA DEPARTMENT OF STATE



Historic resources may be of national, state, or local significance.

**LOCAL SIGNIFICANCE**—The former Bell & Bates Hardware Store, Quincy. RAY STANYARD



# Historic Preservation Programs

## EVALUATE YOUR COMMUNITY

1. Does your community have a local historic preservation ordinance, preservation board, or preservation planner?
2. Has your community been professionally surveyed to identify significant historic resources? When was this survey last updated?

## REVIEW TEST

1. Properties listed in the National Register of Historic Places:
  - a. Must be nationally significant.
  - b. Have been evaluated and determined to be worthy of preservation.
  - c. Cannot be altered or demolished.
  - d. All of the above.
2. Responsibilities of Florida's State Historic Preservation Officer include:
  - a. Directing and conducting a comprehensive statewide survey of historic resources and maintaining an inventory of such resources.
  - b. Generating and evaluating the nomination of properties to the National Register of Historic Places.
  - c. Evaluating the impact of federal and state undertakings on historic resources.
  - d. All of the above.
3. The Florida Master Site File:
  - a. Is a comprehensive listing of all historic resources in Florida.
  - b. Includes a process to determine the significance of historic resources.
  - c. Is a partial listing of known, potentially historic resources that have been surveyed.
  - d. Is maintained by the National Park Service.
4. True or False: Every community in Florida is required to maintain a local historic preservation program.

# Emergency Management Programs

Emergency management activities are undertaken at every level of government. Depending on the event, these essentially involve a local, state, and federal partnership intended to prepare for, respond to, and recover from natural or other disasters as well as reduce future vulnerabilities to multiple hazards.

## National Programs

At the federal level, emergency management is in part guided by the Federal Response Plan which provides the mechanism for coordinating delivery of federal assistance to state and local governments overwhelmed by a major disaster or emergency. Each state and local government has equivalent plans that tie into each other, creating an emergency management infrastructure. Generally, these plans include procedures, roles, and responsibilities for each entity involved in emergency management activities.

Established under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, the **Federal Emergency Management Agency (FEMA)** is the lead federal agency responsible for coordinating and maintaining the nation's emergency management system. The act enables the federal government to pro-



Tallahassee readies for hurricane season. 1000 FRIENDS OF FLORIDA

vide funds for pre-disaster planning and post-disaster recovery. A summary of grants available to individuals, not-for-profit organizations, and local and state governments is available on page 52.

An amendment to the Stafford Act, the **Disaster Mitigation Act of 2000 (DMA 2000)** focuses on improving and streamlining the administration of federal disaster relief, and programs to encourage mitigation activities. It supports pre-disaster mitigation activities by tying future federal grant funding to the implementation of mitigation plans. This act can be

used as a vehicle to formally incorporate consideration of historic resources into disaster mitigation planning.

## State Programs

The mission of Florida's Division of Emergency Management, housed within the Department of Community Affairs, is to "ensure that Florida is prepared to respond to emergencies, recover from them, and mitigate against their impact." The Division operates the **State Emergency Operations Center (SEOC)** and the state's immediate response and recovery activities

related to an emergency. The Division also is responsible for the administration of long-term programs which rebuild lives and infrastructure, and preventive actions which reduce the impact of future disasters, including the public assistance, hazard mitigation, and pre-disaster mitigation programs. In addition, the Division is responsible for developing and overseeing compliance requirements for local emergency management programs. The State also provides funding assistance to local programs.

**Local Programs**

In Florida, each county has a local **Emergency Management Office (EMO)**, the local arm for preparation, mitigation, response, and recovery to a disaster, and a local Emergency Operations Center. It is responsible for developing a local **Comprehensive Emergency Management Plan (CEMP)**, based on

compliance criteria developed by the state. The CEMP establishes the policies and procedures that guide the implementation of the local program. The EMO also develops the local **Emergency Support Function (ESF) Matrix** to prioritize and coordinate functions in disaster response and recovery in order to restore community services and economic stability within a community. In addition, the EMO develops the **Local Mitigation Strategy (LMS)**, a planning and prioritization process to identify and implement cost-effective projects that will reduce future damage from disasters.

Local government is the “first responder” following any disaster event, coordinating and directing the use of local resources. If local resources become over extended or are not available, outside assistance from regional, state, or federal agencies is requested through the local emergency management organization.

Following any disaster event, local government is the “first responder.” If local resources become overextended, outside assistance is requested.



After Hurricane Andrew hit South Florida in 1992, federal, state, and local agencies were involved in response and recovery activities.  
FLORIDA DEPARTMENT OF COMMUNITY AFFAIRS

# Emergency Management Programs

## EVALUATE YOUR COMMUNITY

1. Does your county integrate historic preservation into its emergency management process?

## REVIEW TEST

1. True or False: Because of its need to respond quickly to disasters, FEMA is not required to comply with federal historic preservation regulations.
2. In the event of a disaster:
  - a. Local government is the first to respond to local needs following any disaster event.
  - b. The Florida Department of Community Affairs is the first to respond to local needs following any disaster event.
  - c. The Florida Department of State is the first to respond to local needs following any disaster event.
  - d. FEMA is the first to respond to local needs following any disaster event.
3. In Florida, each county is required to maintain:
  - a. An Emergency Operations Center.
  - b. A Comprehensive Emergency Management Plan.
  - c. A Local Mitigation Strategy.
  - d. All of the above.



# The Current Interface Between Historic Preservation and Emergency Management

Currently, most interactions between emergency management and historic resource personnel occur after a disaster. This is because the dispersal of federal disaster and hazard mitigation funding triggers federal historic preservation requirements under Section 106 of the National Historic Preservation Act.

## Section 106 Review

36 C.F.R. Part 800, provides the implementation regulations for Section 106, identifying the process that must be followed for any project, activity, or program funded in whole or in part with federal money or under the direct or indirect jurisdiction of a federal agency. If any federal dollars are to be used in disaster mitigation and recovery activities, FEMA is required to comply with Section 106 regarding the effects of its “undertakings” on historic properties that are included or eligible for inclusion in the National Register of Historic Places.

## Undertakings

The following undertakings can trigger Section 106 review:

- Construction,
- Rehabilitation and repair,
- Elevating structures,
- Relocation,
- Demolition,
- Licenses and permits,
- Loans and loan guarantees,
- Grants including the Public Assistance Program, Hazard Mitigation Grant Program, Flood Mitigation Assistance Program, Unmet Needs, Pre-Disaster Mitigation, and Federal Assistance to Individuals and Households,
- Federal property transfers, and
- Acquisitions.

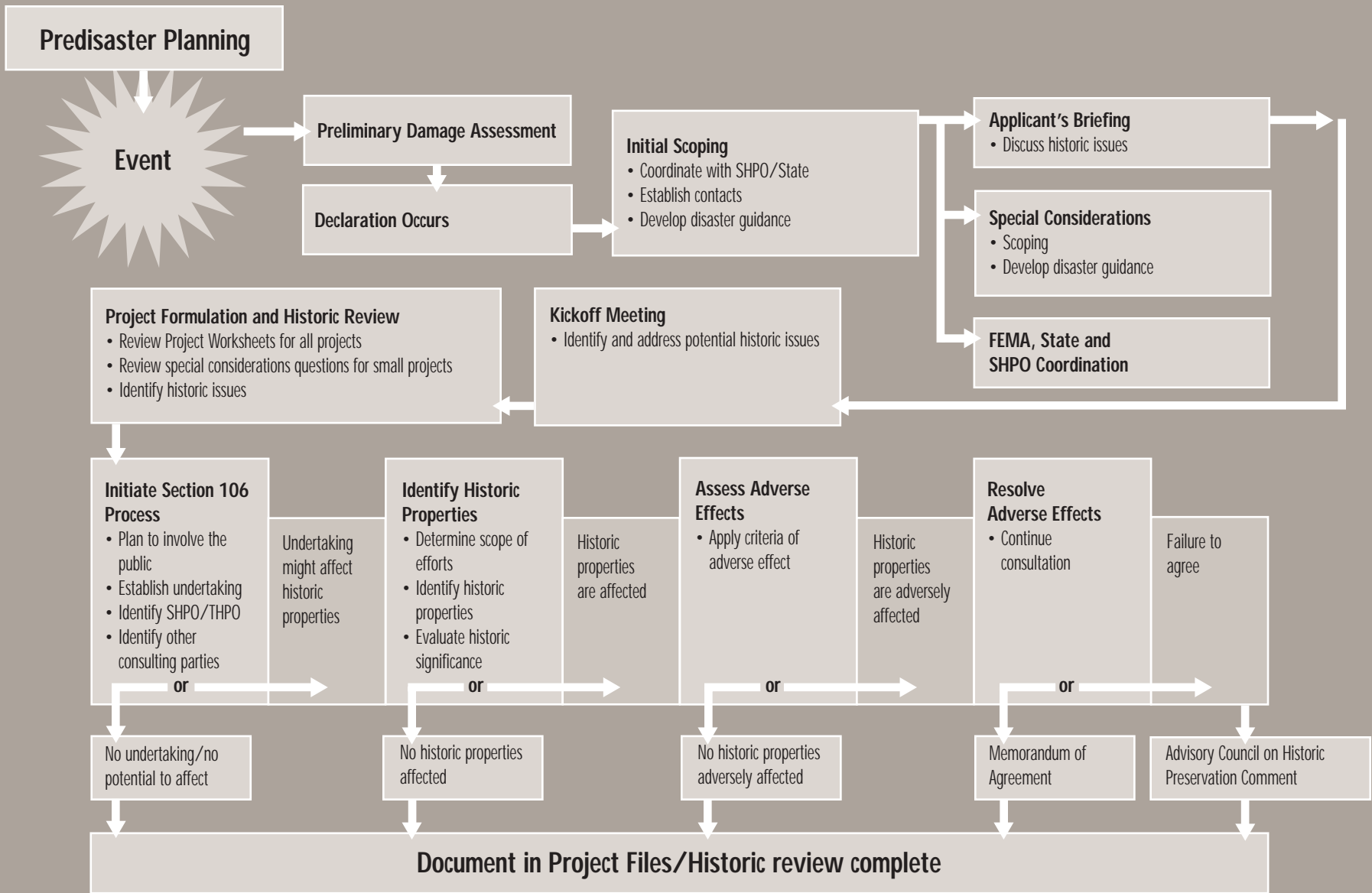
A Programmatic Agreement among FEMA, Florida’s State Historic Preservation Office, the Florida Department of Community Affairs, and the Advisory Council on Historic Preservation outlines how the Section 106 review process is conducted in Florida. Copies are available from the SHPO or Office of Emergency Management.

Jacksonville’s St. James Building went through the Section 106 review process when it was rehabilitated for use as the City Hall.

TOP: VIVIAN YOUNG; BOTTOM: FLORIDA DEPARTMENT OF STATE



# Standard Section 106 • Historic Review



From Federal Emergency Management Agency, *Standard Operating Procedures*, September 2001

## Secretary of the Interior's Standards for Rehabilitation

Historic buildings need special treatment. Pre-disaster mitigation and recovery/rehabilitation of historic structures must be done appropriately to ensure that the distinctive character and fabric of the property is not lost. Implementing the following Ten Principles, known as the Secretary of the Interior's Standards for Rehabilitation, will help:

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques, or techniques or examples of craftsmanship that characterize a historic property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archaeological features affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

A good resource is "Electronic Rehab," an interactive web class on The Secretary of the Interior's Standards for Rehabilitation, available at [www2.cr.nps.gov/e-rehab/](http://www2.cr.nps.gov/e-rehab/).



Deland's Fish Building was rehabilitated following the Secretary of the Interior's Standards.  
FLORIDA DEPARTMENT OF STATE



### Adverse Effects

Whenever an undertaking is planned, FEMA or its designee is required to consult with the SHPO and/or THPO, other appropriate state and local officials, applicants for federal assistance, and members of the public. The purpose is to determine if there will be an impact on historic resources in the area of potential effect and, if so, to explore alternatives that would avoid or minimize the identified adverse effects.

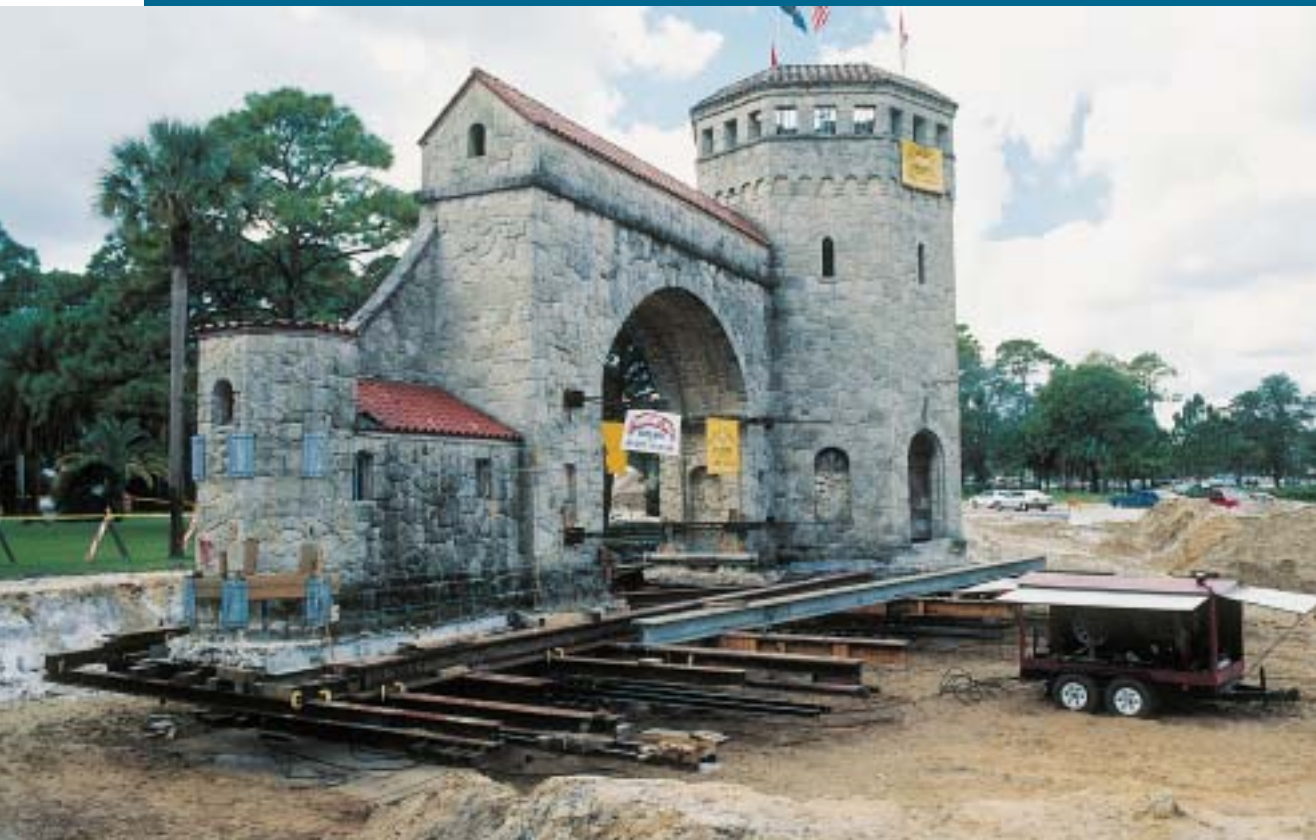
An adverse effect is a direct or indirect alteration to the characteristics of a historic property that affect its eligibility for listing in the National Register of Historic Places. This can include demolition, ground disturbance which destroys significant archaeological resources, physical alteration of a historic property which is inconsistent with the applicable Secretary of the Interior's Standards and Guidelines, or new construction which alters the context of a historic property or district.

If there is an adverse effect, in consultation with the SHPO and/or THPO, FEMA is required to resolve it by:

- Reexamining the project to find ways to avoid the adverse effect, or
- If avoidance is not possible, developing a Memorandum of Agreement (MOA) identifying the specific undertakings or treatment measures that will be used to minimize or mitigate the adverse affect.

An MOA is generally made among FEMA, Florida's SHPO and/or the appropriate THPO, local governments, and other "consulting parties" that are signato-

A disaster's impact on a historic property is not an adverse effect under Section 106; however, recovery undertakings related to mitigation or repairing the damage may constitute an adverse effect.



ries to the agreement and have specific responsibilities under that agreement.

#### Other FEMA Historic Preservation Activities

Pursuant to Section 110 of the National Historic Preservation Act, FEMA appoints a Federal Preservation Officer (FPO) to oversee the agency's historic preservation compliance activities. With respect to historic and cultural resources, FEMA also considers several other pieces of federal legislation, including the Archaeological Resources Protection Act of 1979, Native American Graves Protection and Repatriation Act of 1990, and the American Indian Religious Freedom Act of 1978. Additionally, FEMA has developed an extensive manual outlining its responsibilities related to the NHPA. ***FEMA's Historic Preservation Program: Desk Reference*** (June 2001) is available online at [www.fema.gov/pdf/ehp.deskref.pdf](http://www.fema.gov/pdf/ehp.deskref.pdf).

#### State Requirements

Not every local disaster is declared a disaster by the federal government. The state can declare a disaster, and state funds may then be made available for recovery activities. Chapter 267, F.S., (Florida Historical Resources Act) applies to Florida agencies of the Executive Branch and protects historic resources through a consultation process similar to Section 106.

The Terragonna Arch in Delray Beach was relocated as mitigation for widening of a U.S. highway.  
FLORIDA DEPARTMENT OF STATE

# The Current Interface Between Historic Preservation and Emergency Management

## EVALUATE YOUR COMMUNITY

1. Are there any links between your local emergency management and historic resource preservation networks? Could those links be improved?

## REVIEW TEST

1. True or False: The Federal Emergency Management Agency is required to determine if its post-disaster undertakings will cause any adverse affects on historic properties or archeological sites.
2. True or False: According to the Secretary of the Interior's Standards for Rehabilitation, one of the rules for ensuring that the distinctive character of a historic site is not lost during pre-disaster mitigation and recovery/rehabilitation is that distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize the historic property must be preserved.
3. Who administers the national historic preservation program at the state level and consults with FEMA during the Section 106 review?
  - a. Advisory Council on Historic Preservation.
  - b. Florida's State Historic Preservation Officer (SHPO).
  - c. Local Government Emergency Management Offices.
  - d. None of the above.
4. If it is determined that a federal "undertaking" will adversely affect a historic resource, it must be resolved by:
  - a. Reexamining the project to find ways to avoid the adverse effect.
  - b. Avoiding the site if possible.
  - c. If avoidance of the site is not possible, identifying specific measures to avoid or minimize the adverse effects.
  - d. All of the above.

# Improving Disaster Planning for Historic Resources

Even though the provisions of NHPA apply to the programs administered by FEMA, historic preservation concerns are not well integrated into current disaster planning. In 2001, the Florida Department of State contracted with 1000 Friends of Florida to convene a roundtable of historic preservation and emergency management experts from around the state and the Southeast. The focus was to identify deficiencies in the actual practice of integrating historic preservation and emergency management, and ways to improve the connection. The following problems were identified:

- **A lack of coordination between emergency management and historic preservation in most communities.** Often there is little or no coordination between emergency management and historic preservation officials regarding appropriate provisions for pre- and post-disaster treatment of historic resources.
- **Few local processes to identify historic sites of concern.** While state comprehensive planning statutes require the identification of historic resources and the Florida Department of State maintains the Florida Master Site File, many communities do not have similar processes at the local level. It is imperative that each community compile a comprehensive list of historic resources that need special consideration before, during, and after a disaster.
- **Inadequate dissemination of historic preservation information to state and local emergency management entities.** While emergency management personnel receive training on FEMA's historic preservation responsibilities under Section 106, community-specific training is not common. Thus, most local emergency management programs do not address resource identification, disaster preparation, recovery, or mitigation planning for local historic resources.
- **Inadequate training and hands-on practice dealing with historic resource issues.** Emergency management plans tend to consider historic resources as part of the countywide inventory, and do not treat them as needing special consideration. It is vital to provide training on how to bring in historic preservation information and experts at the appropriate

## Steps to Take:

### Enhance the local preservation process by:

- Creating and maintaining an inventory of historic resources.
- Establishing a network of preservation professionals to assist with disaster-related activities.
- Developing historic preservation review procedures to implement in an emergency.
- Developing site-specific Emergency Response Plans for individual historic resources.

### Integrate historic preservation into the local emergency management process by:

- Integrating historic preservation training, expertise, and assistance into the local response and recovery framework.
- Analyzing potential debris disposal sites, staging areas, and temporary housing sites during pre-disaster planning to avoid historic and archaeological resources.
- Integrating historic preservation into the Local Mitigation Strategy.
- Improving the ability of historic resources to withstand the impacts of a disaster.
- Exploring funding sources for preservation-related mitigation.

## Common Historic Preservation Concerns After a Disaster

- Restorable buildings are torn down.
- Irreplaceable and significant architectural elements that could be salvaged are carted away with the debris.
- Trees are discarded rather than replanted.
- Property owners make hasty decisions and inappropriate repairs.
- Archaeological resources are disturbed by heavy equipment.
- Normal design review procedures for changes to historic properties may be suspended.
- Construction applications may overburden officials, as there may be insufficient staff to carefully review all the applications.
- Inspections of historic structures may be carried out by persons without appropriate qualifications with respect to the preservation of historic structures.

Adapted from *Protecting the Past from Natural Disasters*, National Trust for Historic Preservation, 1991.

stage to deal with the unique recovery needs of historic resources.

- **Inadequate incorporation of historic preservation concerns into local plans.** The local Comprehensive Emergency Management Plan, Local Mitigation Strategy, local comprehensive plan, and other planning documents should incorporate historic preservation protection needs. It is unrealistic to expect that, in the intense environment of a disaster, historic preservation interests will be protected if they are not pre-identified in the relevant plan.
- **Lack of timely access to qualified expertise.** After a disaster, especially in the immediate aftermath when cleaning up transportation routes, restoring power, and safeguarding citizens are the priorities, include individuals with expertise in historic preservation on the emergency response teams performing Preliminary Damage Assessments. This would help lessen further damage to or loss of significant resources.
- **Lack of coordination between local government emergency management functions and**

**non-profits involved with historic preservation.** In Florida, non-profits and other private organizations are very involved with historic preservation, particularly with respect to the protection of individual sites. However, currently there is little interaction between these groups and local emergency management officials.

There are a number of things a community can do to prepare for a disaster to minimize its impacts on historic resources. The underlying concept is to have accessible, accurate information about the location of historic resources, and a framework for ensuring that information is available to emergency personnel trying to plan disaster mitigation, as well as those in the field dealing with response and recovery.



**Historic preservation should be integrated into the local emergency management process.**

FLORIDA DEPARTMENT OF COMMUNITY AFFAIRS



**A tornado damaged historic homes in Miami in 2003.**

FLORIDA DEPARTMENT OF COMMUNITY AFFAIRS

**There are a number of steps a community can take to better integrate historic preservation and emergency management.**

# Improving Disaster Planning for Historic Resources

## EVALUATE YOUR COMMUNITY

1. Are historic preservation professionals involved in your community's emergency management process?
2. Has your community encountered problems with any of the listed common historic preservation concerns after past disaster events?

## REVIEW TEST

1. What is a common problem encountered when trying to integrate historic preservation into a community's emergency management process?
  - a. Little or no coordination between historic preservation and emergency management officials.
  - b. Inadequate incorporation of historic preservation into local emergency plans.
  - c. Lack of timely access to individuals with historic preservation expertise.
  - d. All of the above.
2. Which of the following is NOT a common historic preservation concern after a disaster?
  - a. Government agencies operate with conflicting goals.
  - b. Salvageable architectural elements are carted away with the debris.
  - c. Historic resources are usually destroyed in a disaster because they were poorly constructed.
  - d. Normal design review procedures for changes to historic properties may be suspended.
3. Which of the following is a key action in linking historic preservation and emergency management?
  - a. Integrating historic preservation expertise into the local response and recovery framework.
  - b. Creating and maintaining an inventory of historic resources.
  - c. Developing site-specific Emergency Response Plans.
  - d. All of the above.

# 2

## ENHANCING THE LOCAL HISTORIC PRESERVATION PROCESS

The local preservation community can take a number of steps to better integrate historic preservation and emergency management. These steps include creating and maintaining an up-to-date inventory of historic resources, identifying the appropriate historic preservation professionals to participate in the disaster planning process, developing an expedited review process for historic resources in the event of a disaster, and preparing Emergency Response Plans for individual historic resources.



The Art Hall at the Koreshan State Historic Site is "battened down" for a storm. KORESHAN STATE HISTORIC SITE

# Create a Historic Resources Inventory

It is extremely important for a community to have an accurate and comprehensive inventory of its historic resources. The inventory should be professionally compiled under the auspices of the local historic preservation office or organization. Consult with the local emergency management office to make sure that the

inventory contains the information needed to help with disaster recovery.

## Inventory Contents

At a minimum, include the following ten items for each resource in the inventory:

1. Geographic location
2. Type of resource
3. Name
4. Tax identification number
5. Street address
6. Condition of resource
7. Distinguishing features or characteristics
8. Owner
9. Party with maintenance responsibility
10. Date of construction

## Steps to Take:

- Create an inventory of historic resources in the community.
- Work with emergency management staff to ensure that the database includes the information needed for identification, damage assessment, and stabilization after a disaster.
- Maintain and expand the inventory over time.
- Incorporate the inventory into the local GIS, if there is one.
- Train local emergency management staff in how to access and use the database.

### CASE STUDY

## Inventories

After Hurricane Andrew, clean up of the damaged and “destroyed” buildings in South Dade County progressed quickly, but a number of historic buildings were demolished. If the post-disaster clean up plan had included a simple inventory of significant structures, some of those resources may have been preserved.



Many of South Dade County's historic resources were lost as a result of Hurricane Andrew. Anderson's Corner, shown here, was saved and later rehabilitated. DON VINTON PHOTOGRAPHY

The tax identification number is important because it will allow the Historic Resources Inventory to be linked to the building permit process and pulled up easily during recovery. Information such as ownership and maintenance responsibility can help determine the type of mitigation resources and recovery assistance that may be available.

### Sources of Information

Check with the local historic preservation planner or historic preservation organization, if one exists. They can provide information on past historic resource surveys and other useful information. Another good starting point is the Florida Master Site File (FMSF), maintained by the Florida Department of State. It is a paper file archive and computer database of potential historic resources in Florida.

The local property appraiser's office can provide the tax identification number, address, current owner, and type of structure. It might also have the date of construction, useful in identifying potential historic resources fifty years old or older. The property appraiser might also be able to generate a list or map of such potential historic resources, useful as a base for developing the Historic Resources Inventory. If the property appraiser's office does not have date-of-construction information, encourage them to add this field for all new construction; then, information on existing buildings can be added as it becomes available.

### Formats for Inventories

The appropriate format depends on the capability at the local level. The best is a Geographic Information

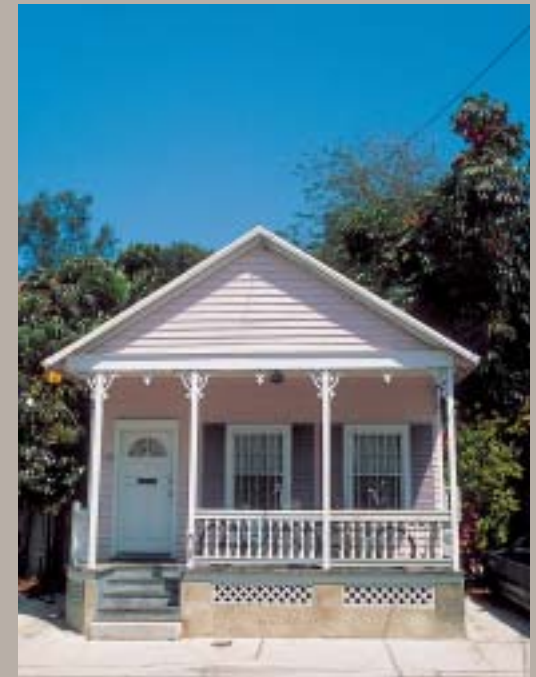
## The Florida Master Site File

The Florida Master Site File contains information about known historic resources, and is available upon request to local governments. Resources include historic buildings, districts, archaeological sites, cemeteries, and bridges. The FMSF includes the name, location, date of construction, and state identification number for each resource, whether it is listed in or has been determined eligible for listing in the National Register, and architectural style information for buildings. This information is included in both paper and computer files, and in Geographic Information System (GIS) layers by county.

The FMSF is not a comprehensive database of historic properties in Florida. As of 2003, only about forty percent of the state has been surveyed. Additionally, it is important to evaluate each record at the local level, as information in the FMSF can quickly become outdated.

It is also important to understand that FMSF information on archaeological sites should not be distributed to others, published, posted on a web site, or otherwise disseminated. Because archaeological sites may contain artifacts that are of value to collectors, or may be in remote and unprotected areas, they are very vulnerable to vandalism and destruction.

Contact the Division of Historical Resources at 850.245.6440 for more information about the Florida Master Site File and its use, or go to [dhr.dos.state.fl.us/msf/](http://dhr.dos.state.fl.us/msf/).



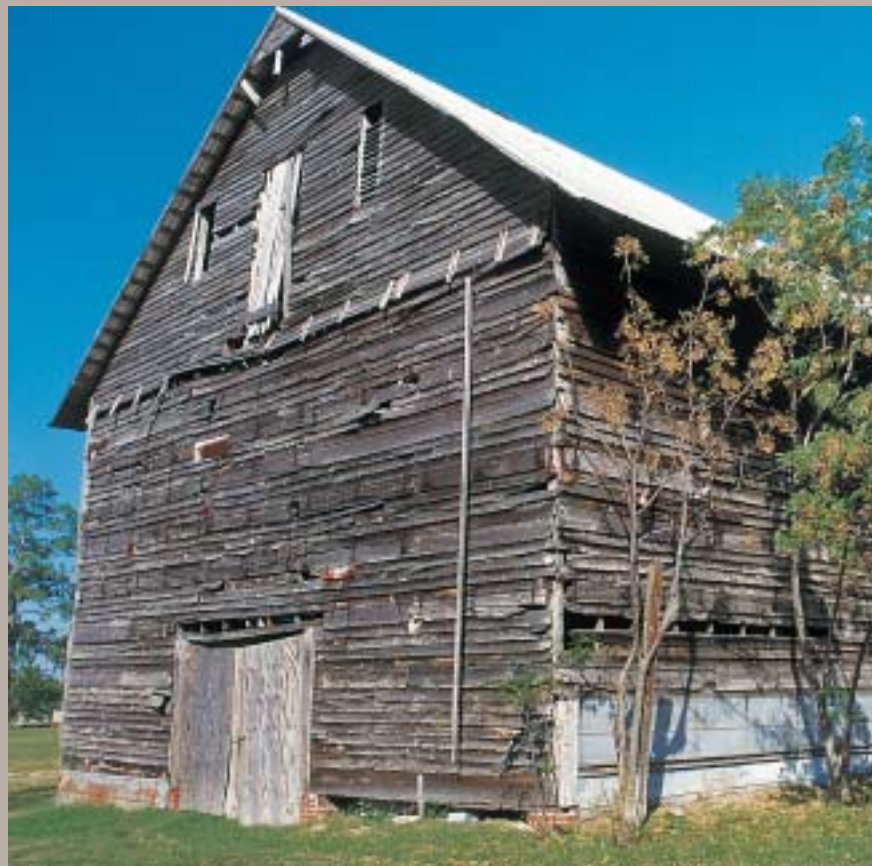
VIVIAN YOUNG



KEVIN MCGORTY



KEVIN MCGORTY



FLORIDA DEPARTMENT OF STATE

**Even modest buildings can be historically or architecturally significant.**

## ENHANCING THE LOCAL HISTORIC PRESERVATION PROCESS

System that is compatible with the community's overall GIS system. The Historic Resources Inventory would then be another layer of information readily accessible to all decision-makers within the emergency management framework. If a GIS system is not available, consider developing a spreadsheet and plotting the information on a USGS map.

When funding is limited, the following hierarchy (from higher to lower priority) can be used to develop and expand the Historic Resources Inventory:

- Historic resources that are listed in or determined eligible for listing in the National Register, followed by
- Historic resources that are locally designated or are identified as significant in a local plan or survey report, followed by
- All resources older than fifty years and those resources that may have achieved exceptional significance in less than fifty years.

Consider also compiling a digital photo library of significant historic resources. This could assist response and recovery teams identify resources and determine the extent of damage after a disaster.



Some resources may have achieved exceptional significance in less than fifty years, such as Sarasota's "Umbrella House," designed by renowned architect Paul Rudolph. DIMENSIONS PHOTOGRAPHY

CASE STUDY

# Tallahassee-Leon County Historic Resources Inventory

In 2002, the Tallahassee-Leon County Planning Department created a digital database of historic buildings in Leon County. It integrates buildings listed in the Florida Master Site File with the parcel and building levels in the local GIS, and makes this information available through a web site at [tlcgis6.co.leon.fl.us/zoompast](http://tlcgis6.co.leon.fl.us/zoompast). The Planning Department received a matching grant from the Florida Department of State to undertake this effort. The project required roughly 900 person-hours of work with an overall cost of approximately \$40,000, of which \$7,000 was used to create the web site. ArcView was used to create the GIS layers and ArcIMS was utilized for the web site.

Staff first identified the parcel/tax identification numbers for existing Florida Master Site File properties in Leon County and then matched them with an existing digital coverage of building footprints. GIS layers at the parcel and site levels were then created. Specific information about the attributes of each site was added, to be updated twice a year.

Although not one of the project goals, this system will be extremely useful during disaster response and recovery. Maps highlighting historic resources, complete with addresses, can be generated and provided to damage assessment teams in a matter of minutes. Other existing GIS layers, such as roads, public buildings and major environmental features, can also be included to help teams identify historic buildings in the field.

This information also is being linked to the building permit system so that when the tax identification number is entered for a locally designated historic property, a flag will come up. The building official and developer will know that historic preservation concerns need to be addressed before a permit can be issued. Additionally, staff is exploring a secondary flagging system to indicate that the property is listed in the Florida Master Site File and may merit further review for significance.

Here are some tips when undertaking a project of this sort:

- Coordinate with the GIS provider to ensure that the data are collected in a way they can be used.
- In the attribute field, include both the local tax identification number to allow linking to building per-

mits, and the FMSF identification number to allow easy access to state information on the resource.

- While the FMSF information on buildings is public information, there are restrictions on information about archaeological sites (see page 22).

For further information, contact the Tallahassee-Leon County Planning Department at 850.891.8600.



Tallahassee's on-line Historic Resources Inventory includes the location of downtown historic districts.



### Regular Updates

Historic buildings are regularly torn down or altered, and new historic resources are identified over time. As a result, update the Historic Resources Inventory on a regular basis, checking for outdated information, reviewing the FMSF for new records, and adding information about newly identified resources. If the inventory framework is designed to be compatible with existing local databases, this can reduce the time to update the inventory. For example, if the Historic Resources Inventory is linked to the property appraiser database, ownership information would be automatically updated when the property appraiser enters new ownership information. If the inventory is linked to the local GIS, information on streets, parcel configurations, public facilities and spaces, and other community attributes would likewise be automatically updated.

### Emergency Management Functions

If the Historic Resources Inventory is available in GIS, include the historic resource layer on maps created for cleanup and damage assessment teams after a disaster. Otherwise, provide copies of maps identifying historic resources to the local emergency management office for compilation with other mapping resources used during a disaster. Additionally, the staff responsible for the inventory should conduct periodic training sessions for emergency management personnel, showing them what information is available in the inventory, and how it could be used to assist local response efforts. For example, the inventory could be inputted into HAZUS and Mitigation 20/20, two software tools used in hazard analysis and mitigation planning.



The Historic Resources Inventory should be updated on a regular basis, as historic buildings are torn down or altered, and new historic resources are identified. FLORIDA DEPARTMENT OF STATE

# Create a Historic Resources Inventory

## EVALUATE YOUR COMMUNITY

1. Does your community have a historic resource inventory? If so, how often is it updated and in what form is it?
2. What historic preservation organizations exist in your community that could create and maintain the inventory?
3. Does your local property appraiser's office collect data on the date of construction for all new construction?
4. Does your community use GIS in any of its current planning functions?

## REVIEW TEST

1. Who should develop the local inventory of historic resources?
  - a. The local historic preservation office or organization.
  - b. The local emergency management office.
  - c. The Department of State.
  - d. The Federal Emergency Management Agency.
2. Which of the following pieces of information should be included in historic resources inventory?
  - a. Tax identification number.
  - b. Distinguishing features or characteristics.
  - c. Party with maintenance responsibility.
  - d. All of the above.
3. True or False: A building must be at least 50 years old to be included on the National Register of Historic Places.
4. True or False: The information contained in the Florida Master Site File is NOT protected and can be distributed to any interested party.

# Create a Historic Preservation Response Network

Identify appropriate historic preservation professionals to assist with identification and assessment well in advance of any disaster. Many communities are hampered because they have not pre-identified experts to assist in identifying historic resources, assessing the damage done to them, and determining appropriate stabilization and repair procedures.



The Historic Preservation Response Network should include historic preservation professionals with a variety of areas of expertise. FLORIDA DEPARTMENT OF STATE

## Steps to Take:

- Compile a list of people who have specific preservation knowledge and are willing to help with pre-disaster mitigation and post-disaster recovery. Include preservation professionals from neighboring communities.
- Include contact information for each individual.
- Compile this information into a searchable database to quickly sort for the appropriate expert(s) as needed, update the database regularly, and share it with the local emergency management office.
- Organize individuals into pre-identified teams such as for recovery assistance or damage assessment.
- Establish a process to activate the historic preservation response network.
- Pre-identify travel and living arrangements for non-local volunteers.

### Historic Preservation Response Network

Prior to any emergency, develop a database of historic preservation professionals who have specific preservation knowledge and are willing to assist with pre-disaster mitigation and post-disaster relief. In the event of a disaster, network members may be called upon to assist with initial damage assessment and conduct in-depth surveys of damaged resources (see page 41).

The Historic Preservation Response Network should include professional historians, architectural historians, historic preservation planners, archaeologists, preservation architects and contractors, and others with professional training in:

- Evaluating the historic significance of a structure,
- Assessing damage to historic buildings,
- Identifying significant structural, decorative, or other building elements that should be saved for use in later restoration,
- Stabilization and restoration work, or
- Evaluating and protecting archaeological resources.

The following can provide guidance in identifying appropriate historic preservation professionals:

- **Local Historic Preservation Boards** – These boards, established by local ordinance, are an excellent source of local and sometimes regional knowledge.
- **Local Historic Preservation Organizations** – This can include local historic preservation societies, or volunteer groups associated with individual museums or historic properties.
- **Florida’s Historic Resource Directory** – This Florida Trust for Historic Preservation publication includes public and private preservation organizations and their leaders. Updated every two years, it is particularly valuable in identifying experts outside of a community. Contact the Florida Trust at 850.224.8128 or at [www.floridatrust.org](http://www.floridatrust.org).
- **Florida Archaeological Council** – A membership organization for professional archaeologists practicing in Florida, the Council can be reached at [www.fac-home.org](http://www.fac-home.org).
- **Florida Association of the American Institute of Architects** – This statewide association for professional architects can be reached at 850.222.7590 or [www.aiafla.org](http://www.aiafla.org).
- **Florida Anthropological Society** – This membership organization of amateur and professional archaeologists has chapters across the state, and can be reached at [web.usf.edu/~fas/](http://web.usf.edu/~fas/).
- **Southern Regional Office of the National Trust for Historic Preservation** – This national nonprofit provides technical services to grassroots preservation professionals, local and statewide preservation organizations, and governmental agencies. Located in Charleston, South Carolina, it can be reached at 843.722.8552 or at [www.nationaltrust.org/about\\_the\\_trust/regional/southern.html](http://www.nationaltrust.org/about_the_trust/regional/southern.html).
- **Heritage Emergency National Task Force** – Established to help libraries, museums, archives, and historical sites protect cultural property from disasters, this national task force promotes emergency preparedness and mitigation and provides expert information on response and salvage when a disaster occurs. It also maintains the Cultural Heritage Roster, a database of conservation and preservation specialists created for FEMA. It can be reached at [www.heritageemergency.org](http://www.heritageemergency.org) or by calling 888.979.2233.

### Contact Information and Updates

Include the name, address, phone number, cell or beeper number, and area(s) of expertise. Ideally, enter this information into a searchable database to quickly identify the most appropriate people to call on for a specific situation. This could also be merged with information from other communities to create a regional or statewide database. Regular database updates are essential. Early in the process, identify an entity or individual to regularly update contact information. This could be the local preservation office, a local volunteer historic group, or some other reliable entity.

### Teams

It is unlikely that one individual will have experience in all of the needed areas. For example, there might be a need for experts in identifying historic buildings, identifying archaeological sites, evaluating historic building stabilization needs, and other areas. Therefore, organize experts into pre-set teams. Damage assessment teams would assist in the initial identification of significant resources and assessment of damage. Later, in a resource-recovery mode, teams could provide more in-depth assessments on individual sites. Consider creating these interdisciplinary teams before a disaster to allow the team members to get to know one another, and gain experience working together through mock disaster exercises.

### Activation Process

Establish an activation process to notify the members of the Historic Preservation Response Network in the event of a disaster. The local preservation office could

be responsible for the calls, or establish a phone tree, dividing the database among several people who call the others. If teams have previously been created, the team leader could be responsible for calling team members. Calls should be made in coordination with those in charge of disaster response and recovery. It is vital that the local Emergency Management Office incorporates the Historic Preservation Response Network into their response and recovery network. The designated Historic Preservation Coordinator, based in the Emergency Operations Center, should coordinate preservation assistance (see page 40).

**It is unlikely that one individual will have preservation experience in all the needed areas.** FLORIDA DEPARTMENT OF STATE

### Travel and Living Arrangements

At least some volunteers may come from outside the area and will need travel arrangements and accommodations for their stay. Address these issues in advance. It could be a reciprocal situation – when one community is hit by a disaster, an adjoining community handles accommodations, and vice versa. Consider including a number of communities in this Historic Preservation Response Network in case adjacent communities are impacted by the same disaster.

**In case adjacent communities are impacted by the same disaster, include a number of communities in the Historic Preservation Response Network.**



# Create a Historic Preservation Response Network

## EVALUATE YOUR COMMUNITY

1. Has disaster recovery in your community been hampered by a lack of information regarding historic resources?
2. Does your local emergency management office have a list of people with specific preservation knowledge to help with pre-disaster mitigation and post-disaster recovery?
3. Who in your community would be good candidates for this list?

## REVIEW TEST

1. Which of the following can provide guidance in identifying historic preservation professionals to serve on a local Historic Preservation Response Network?
  - a. Florida's Heritage Resource Directory.
  - b. Southern Regional Office for the National Trust for Historic Preservation.
  - c. Florida Archaeological Council.
  - d. All of the above.
2. True or False: During and immediately after a disaster there is plenty of time to identify historic preservation professionals to serve on a Historic Preservation Response Network.
3. Which one of the following is NOT one of the key points in creating a Historic Preservation Response Network?
  - a. Compile a list of people who have specific preservation knowledge to help with pre-disaster mitigation and post-disaster recovery.
  - b. Coordinate with the local and adjacent community historic preservation organizations to identify travel and living arrangements for non-local preservation volunteers.
  - c. Ensure that this network is maintained over time.
  - d. Provide the network information to FEMA as it will be the organization responding to the disaster.

# Develop Expedited Historic Preservation Review Procedures

A number of communities across Florida have established processes to review physical work done to historic resources. Due to public notification and other requirements, this process can sometimes take several weeks to several months to complete. In the aftermath of a disaster, however, steps must sometimes be taken in a matter of hours or days to salvage a historic resource. Therefore, it is important that communities establish expedited historic preservation review procedures to implement in the event of an emergency.

## Expedited Review

Many communities have local ordinances and other regulations and procedures governing physical work done to historic resources. Generally, these include requirements for design review and approval, specific permit approval, and compliance with special design standards. A review committee, sometimes known as an architectural or design review board, normally handles these functions. Often, it must follow public notification requirements, including advertising meetings in the local paper and notifying area residents of proposed changes to historic resources.

After a disaster, the time needed for these review processes can conflict with the immediate need to stabilize structures and protect them from additional damage. Additionally, Section 106 review might also apply to the property (with the exception of grants for minor home repairs) if federal funds are involved.

It is critical to have local regulations and procedures in place to allow for expedited review. Options include identifying specific stabilization or minor repairs that can be undertaken without going through the design review process, authorizing architectural review board staff to review and approve certain types of repairs, and accepting Section 106 review in lieu of local review where it applies.

The local preservation office or organization should take the lead in this effort, focusing on determining appropriate alternative procedures for emergencies and integrating them into the local comprehensive plan. Also, link the expedited process to the local emergency management plan.

## Steps to Take:

- Identify stabilization or minor repairs that can be undertaken without review.
- Authorize the architectural review board staff to review and approve certain types of repairs.
- Accept Section 106 review in lieu of local review, where it applies.

The local preservation office or organization should take the lead in this effort, focusing on determining appropriate alternative procedures for emergencies and integrating them into the local government comprehensive plan.



KEVIN MCGORTY



VIVIAN YOUNG

**Many communities have a local design review process to evaluate changes to historic buildings.**



# Develop Expedited Historic Preservation Review Procedures

## EVALUATE YOUR COMMUNITY

1. Does your community have a historic preservation ordinance or other regulations relating to altering or demolishing designated historic resources?
2. If yes, has your community established an expedited review process to implement in an emergency?

## REVIEW TEST

1. True or False: It is important to establish an expedited review process because, after a disaster, there is often an immediate need to stabilize a structure and protect it from additional damage.
2. Which of the following is an option for expedited review?
  - a. Identifying specific stabilization or minor repairs that can be undertaken without going through the design review process.
  - b. Authorizing architectural review board staff to review and approve certain types of repairs.
  - c. Accepting Section 106 review in lieu of local review where applicable.
  - d. All of the above.

# Develop Site-Specific Emergency Response Plans

Historic preservation needs to be integrated into emergency management at both the local and resource levels. There are many things an individual site manager can do to mitigate potential impacts, improve response during the event, and aid recovery after the disaster strikes. An Emergency Response Plan for a specific site is the vehicle to accomplish this.



The Heritage Emergency National Task Force has several publications that can provide guidance when developing an Emergency Response Plan.

## Emergency Response Plan

The extent and complexity of an individual response plan will vary depending on the site. For example, a historic building with an extensive collection of furnishings, artworks, and other artifacts will require a more extensive plan than an unfurnished building or archaeological site. In addition, the risk potential for various hazards (flooding, hurricanes, fire) will also affect the contents of the plan.

The site manager should work with the local emergency management office to identify the potential hazards to the site. Flood maps, hurricane modeling, and past events can assist with this. The next step is to develop an Emergency Response Plan for the historic resource.

The Emergency Response Plan should encompass pre-disaster planning and mitigation, individual event preparation, and recovery activities. The following plan components have been compiled from a number of sources, including the Heritage Emergency National Task Force's *Resources for Recovery: Post-Disaster Aid for Cultural Institutions (2000)* and *Cataclysm and Challenge: Impact of September 11, 2001, on Our Nation's Cultural Heritage*, (2002), both available at [www.heritagepreservation.org](http://www.heritagepreservation.org).

## Pre-Disaster Planning and Mitigation:

1. Assess your risks. What types of hazards does your historic resource face? Does its location make it vulnerable to flooding or hurricanes? Do the construction or building materials increase its risks for fire or tornado?

## Steps to Take:

- Work with owners of individual historic sites to develop site-specific Emergency Response Plans.
  - Make sure each plan covers coordination and staffing, pre-disaster planning, actions to be taken immediately prior to the disaster, if possible, and actions to take in response to the disaster.
2. Develop an emergency plan that addresses your risks. Include contacts, such as local emergency officials, the State Historic Preservation Office, police and fire departments, utility company, disaster recovery service providers, and cultural resource professionals who may be able to assist you with salvage efforts. In addition to identifying steps to protect the resource, the plan should also include how to re-establish operations after the disaster. Practice, review, and update the plan annually.
  3. Identify the staff, volunteers, and contractors responsible for coordinating and overseeing the emergency response, including preparing the site for an event, and maintain updated contact information. Also, outline protocol when staff and/or contractors would be required to participate in emergency management activities on the site, and the chain of command that will be employed. Include the person(s) responsible for recovery activities, including identifying items that can be

## CASE STUDY

## Koreshan State Historic Site Park Protection Plan

The Park Protection Plan for the Koreshan State Historic Site is one example of a site-specific Emergency Response Plan. The site, located in Estero, is home to eleven of the original buildings of the Koreshan Unity utopian settlement, founded in 1893. The Park Protection Plan contains Emergency Response Plans for hazards relating to fire, water, natural, and other disasters. It establishes actions to take before and after various hazard events, including:



Workers at the Koreshan State Historic Site prepare for a hurricane. KORESHAN STATE HISTORIC SITE

1. In preparation for any event, establish an inventory of the site, its resources, and personnel.
2. In preparation for a fire, provide all park visitors with a list of campfire regulations, and maintain cleared fire brakes.
3. In preparation for a hurricane, establish a detailed set of procedures for all employees, and customize hurricane shutters for all historic buildings.
4. During a hurricane watch, rent a refrigerated truck for post-disaster collection recovery, and assemble other recovery materials.
5. During a hurricane warning, install hurricane shutters and secure all buildings according to their individual protocol.
6. After a hurricane, inspect all site buildings for damage and record with photographs.
7. After a hurricane, document all recovery activities in detail on daily worksheets.

## Archaeological Sites

A recent publication by the Florida Department of State can provide useful guidance in developing an Emergency Response Plan for archaeological resources.

General recommendations include:

- Identify the cause or the source of the threat.
- In consultation with experts, develop solutions to the identified threat(s).
- Contact the Department of State to determine whether permits are required.
- Make sure the proposed solution will be effective over the long term, and does not cause more damage than it fixes.
- Determine whether the proposed solution is cost-effective.
- Monitor the site to determine whether the solution continues to be effective over the long term.



*Best Management Practices: An Owner's Guide to Protecting Archaeological Sites*, Florida Department of State, 2000. Available at [www.flheritage.com](http://www.flheritage.com).

- salvaged and seeking monetary assistance.
4. Provide emergency management training to all staff, not just those charged with specific responsibilities such as security or engineering. Train employees how to shut off gas, electricity, water, and air intake systems.
  5. Keep a copy of the emergency plan, collection inventory, and key financial records, including insurance, off-site. If you do not have an off-site copy but receive advance warning of a flood or hurricane, move the original items to a secure location.
  6. Schedule ongoing maintenance and upkeep activities (a valuable mitigation tool).
  7. Pre-cut and store appropriate protective panels to cover doors and windows, and have necessary recovery supplies on hand. These might include visqueen, tarps, waterproof boxes, duct tape, hammers, nails, screw guns, bags, generators, plywood or other appropriate cover material, wood to use for temporary bracing or support, hay bales, fans, battery operated radio, cell phone, cleaning materials, disinfectant, rubber gloves, etc.
  8. Make arrangements for any special equipment or vehicles needed to remove contents off site (moving vans, dollies, etc.). In some parts of the state there are contractors who specialize in such emergency work.
  9. Be financially prepared for a disaster. Will your current insurance cover your losses in a large-scale disaster? Is your collection's inventory up-to-date? Purchase national flood insurance if your institution is at any risk for flooding. Standard hazard insurance will not cover flooding.



Historically, some buildings had shutters to protect them from storms. VIVIAN YOUNG



Protective panels for windows and doors, shown here on the Bonnet House, can help reduce the cost of insurance. BONNET HOUSE MUSEUM AND GARDENS

## Property Insurance

Obtaining property insurance has become increasingly challenging in Florida, due in large part to this state's vulnerability to hurricanes. When the building being insured is historic, the issue becomes even more complicated.

There are several avenues to explore for hard-to-insure historic properties. While much of it is geared to homeowners, some information is also applicable to commercial (including not-for-profit) properties. The March/April 2003 issue of *Old House Journal* includes an article, "Covering Contingencies," that compares typical homeowner insurance versus old house policy coverage. The National Trust for Historic Preservation's web site ([www.nationaltrust.org/historic\\_homeowner/protecting/insurance.html](http://www.nationaltrust.org/historic_homeowner/protecting/insurance.html)) includes information on obtaining homeowner insurance specifically geared to historic properties, and has contacts for an insurance broker. Flood insurance is offered through the National Flood Insurance Program, and can be obtained by contacting an insurance company listed in the local phone book.

For Florida-specific information, there are a number of options for both residential and commercial properties. If having difficulty securing "multi-peril" insurance (e.g., insurance for fire, wind, etc.), the Florida Market Assistance Plan (1.800.524.9023) will determine the property's risk and exposure, and search for companies meeting those needs in that part of the state. The Citizens Property Insurance Corporation (1.888.685.1555 or [www.citizensfla.com](http://www.citizensfla.com)) primarily offers homeowners insurance, but does provide wind coverage for commercial properties located in eligible (mostly coastal) counties. Finally, the Florida Department of Financial Services (1.800.342.2762) can provide guidance if all other options fail.

On another note, it may be possible to obtain a reduction in rates if the owner takes steps to increase the building's disaster resistance. These may include installing approved window and door shutters and roof tie down straps, bracing gable ends, improving the attachment of the roof sheathing, improving the water resistance of the roof by sealing roof seams, installing an automatic fire sprinkler system, and other measures. Some insurance companies may also offer reductions if you can provide documentation that the electrical, heating, and roofing systems have been updated recently. Check with your insurance agent to find out what if any discounts they offer. Care should be taken that the work is undertaken in a manner sympathetic to the historic character of the property.



Care should be taken not to mar historic architectural features when preparing a historic resource for a disaster.  
BONNET HOUSE MUSEUM AND GARDENS

10. Integrate emergency management into all aspects of planning, budget, and operations for the historic resource, and maintain an ongoing dialog with emergency management agencies to strengthen affiliations.

**Individual Event Preparation:**

1. Remove hazards such as debris, branches, and outdoor equipment or furniture.
2. Turn off power, gas, and air intake systems.
3. If there is a hurricane warning, move items away from windows and to higher floors, but avoid the area directly under the roof. Secure windows and doors with plywood or other rigid material, taking care not to mar historic architectural features. Wrap storage units in heavy plastic sealed with waterproof tape.
4. If there is a flood warning, move items out of below-ground storage to higher floors.

**Recovery Activities:**

1. Personal safety is always the top priority. State or local officials may prohibit you from entering the site until it has been inspected. Structural damage, contamination, fallen electrical wires, and gas leaks are all major safety threats.
2. Inform local emergency management officials of the damage to your institution.
3. Contact your insurance agent immediately.
4. Check local media for contact numbers for technical and financial disaster assistance.
5. Locate the original or obtain the off-site copy of your emergency plan, collection inventory, finan-

cial records, and insurance policy.

6. Assess the damage as soon as you can re-enter the building. Document the damage in writing and with videotape and/or photographs.
7. Take immediate action to protect and stabilize the site, including turning off gas and power, if not already done, covering roof, removing water, drying out the facility, and covering exposed areas with visqueen or other protective covering.
8. Begin cleanup and salvage as soon as possible. Don't wait for the insurance agent or adjuster, but remember to fully document the damage before beginning recovery efforts.
9. Do not throw away damaged items; they may be salvageable. Items that cannot be salvaged should be kept as proof of loss. Isolate contaminated items.

**Archaeological Resources**

Site-specific Emergency Response Plans for archaeological sites should also be prepared, although they are likely to be less intensive. In many cases, the focus will be on stabilizing the site from the effects of flooding, storm surge, or high winds. In other cases, it may be re-establishing vegetation after a fire. Adapt the above outline to meet the needs of the individual site.

## Resources for an Emergency Response Plan

There are a number of publications and web sites that can provide guidance on developing a site-specific Emergency Response Plan:

**Archaeological Stabilization Guide: Case Studies in Protecting Archaeological Sites** (Florida Department of State, 2000, [www.flheritage.com](http://www.flheritage.com)) contains useful techniques for stabilizing and protecting archaeological resources, including vegetation, hay bales, renourishment, and sandbags.

**Best Management Practices: An Owner's Guide to Protecting Archaeological Sites** (Florida Department of State, 2000, [www.flheritage.com](http://www.flheritage.com)) overviews stabilization and protection techniques.

**California Preservation Clearinghouse** ([cpc.stanford.edu/disasters/index.html](http://cpc.stanford.edu/disasters/index.html)) includes a generic disaster plan, information on other sites to visit for sample disaster plans and case histories, and a disaster plan exercise to test an existing disaster plan and train staff.

**Federal Alliance for Safe Homes (FLASH)** ([www.flash.org](http://www.flash.org)) can assist with mitigation planning and insurance issues.

**Federal Emergency Management Agency's Historic Preservation and Cultural Resources Program** ([www.fema.gov/r-n-rlhpindex.htm](http://www.fema.gov/r-n-rlhpindex.htm)) includes ideas on how to mitigate disaster damage to historic and cultural resources.

**FEMA Job Aid for Photographing Historic Properties After a Disaster** (FEMA, 2001, call 1.800.480.2520 and ask for job aid #9580.6) provides clear direction on how to take photographs necessary to document a site.

**Georgia Historic Preservation Division** at [www.gashpo.org/dnr/histpres/drel.html](http://www.gashpo.org/dnr/histpres/drel.html) contains links to publications related to flood recovery.

**Heritage Emergency National Task Force** at [www.heritagepreservation.org](http://www.heritagepreservation.org) has a series of useful publications, including the Emergency Response and

Salvage Wheel, *Resources for Recovery: Post-Disaster Aid for Cultural Institutions*, and *Cataclysm and Challenge: Impact of September 11, 2001, on Our Nation's Cultural Heritage*. This web site also includes useful links to numerous disaster preparedness and response sites for cultural institutions.

**Hurricane Preparation and Recovery: A Guide for Properties in the Key West Historic Districts** (City of Key West Architectural Review Commission, 1996) provides a succinct overview of what site managers should do in the event of a hurricane.

**Hurricane Readiness Guide for Owners and Managers of Historic Resources** (National Trust for Historic Preservation's Information Series, [www2/cr.nps.gov/tps/briefs/presbhom.htm](http://www2.cr.nps.gov/tps/briefs/presbhom.htm)) focuses on various techniques to protect historic structures from hurricane damage and to employ in the recovery process.

**North Carolina State Historic Preservation Office** ([www.hpo.dcr.state.nc.us/disaster.htm](http://www.hpo.dcr.state.nc.us/disaster.htm)) includes extensive information for owners of damaged buildings following a natural disaster.

**Preserving History from Fire: Bridging the Gap Between Safety Codes and Historic Buildings** (Old House Journal, November/December 2000) addresses fire code issues for historic buildings.

**Treatment of Flood-Damaged Older and Historic Buildings** (National Trust for Historic Preservation's Information Series, [www2/cr.nps.gov/tps/briefs/presbhom.htm](http://www2/cr.nps.gov/tps/briefs/presbhom.htm)) identifies ways to deal with foundation erosion, wood rot, saturated insulation, damage to interior finishes, and other recovery concerns.

# Develop Site-Specific Emergency Response Plans

## EVALUATE YOUR COMMUNITY

1. Are there individual historic sites within your community that have a site-specific emergency response plan in effect?
2. Are there other local historic resources that would benefit from such a plan?

## REVIEW TEST

1. True or False: Site-specific Emergency Response Plans for individual historic resources are generic and can be used for any type of site.
2. Any Emergency Response Plan for historic resources should address:
  - a. Pre-disaster planning.
  - b. Recovery activities.
  - c. Coordination and staffing.
  - d. All of the above.
3. Pre-disaster planning for a Emergency Response Plan should include which of the following?
  - a. Creating an inventory and visual record of the site and contents.
  - b. Stockpiling materials needed to stabilize the site immediately after the event and/or for recovery activities.
  - c. Identifying contractors and service people who have the necessary expertise to help with recovery.
  - d. All of the above.
4. True or False: After every disaster event, the Emergency Response Plan should be evaluated by the site manager and others to determine where improvements can be made.
5. Site specific Emergency Response Plans for archaeological sites could include which of the following?
  - a. The stabilization of the site from the effects of flooding, storm surge or high winds.
  - b. The re-establishing of vegetation after a fire.
  - c. Coordination and staffing.
  - d. All of the above.



# 3

## INTEGRATING HISTORIC PRESERVATION INTO LOCAL EMERGENCY MANAGEMENT

It is essential to formally integrate historic preservation concerns into local emergency management. At a minimum, preservation concerns need to be meshed with the local response and recovery process, and with the identification of debris storage, staging, and temporary housing sites. Additionally, preservation concerns should be integrated into the Local Mitigation Strategy, including specific steps to lessen the vulnerability of sites and districts to the effects of disaster.



Miami's Deering Estate (shown above and on opposite page) was restored after sustaining major damage during Hurricane Andrew.

MARK ELIAS, FLORIDA DEPARTMENT OF STATE

# Integrate Historic Preservation into the Local Response and Recovery Framework

Under the current system, most interfaces between historic preservation and emergency management functions happen during the disaster recovery stage, when requests for federal or state funding to assist with rebuilding and other recovery activities are submitted (see page 12). However, historic preservation needs to be integrated in a meaningful way into each phase of the emergency management process.

## Emergency Support Function (ESF)

The Emergency Support Function (ESF), outlined in ESF Matrices, identifies disaster response and recovery activities needed to restore community services and economic stability within a community and the

## Steps to Take:

- Identify lead and support agencies responsible for local historic resource protection. The Florida SHPO is the lead state agency in Florida.
- Incorporate these entities or a representative into the Emergency Support Function matrices in state and local emergency management plans.
- Identify the Historic Preservation Coordinator(s) who will be in the state and appropriate local Emergency Operations Center(s) as part of the response team.
- Ensure that historic preservation professionals are included on Local Damage Assessment Teams in areas with identified historic resources, and provide them with emergency management training.
- Amend the local Initial Damage Assessment form to include an indication of whether the structure is historic.
- Make sure that a historic preservation element is included in mock disaster training exercises.



agencies expected to perform those functions. ESF activity generally begins immediately after the impact of a disaster, with an impact assessment and a preliminary damage assessment. The initial focus is on addressing human needs, clearing debris, opening the streets, and restoring other critical infrastructure.

The state matrix includes seventeen functions, including transportation, communications, health and medical, public information, and animal protection. Local governments may expand upon this list in their local emergency management plan. It is important to integrate historic preservation into appropriate existing state and local matrices, which are then included in the

state and local Comprehensive Emergency Management Plans. Another option may be to create a separate ESF for historic preservation.

### **Lead Agency**

To ensure appropriate implementation of the ESF, a lead agency and agency representatives are identified and included in the ESF Matrix. During an emergency, the representatives of the lead agencies are contacted, convene in the Emergency Operations Center, and secure the necessary resources to respond to the disaster and restore that function. The State Historic Preservation Office should be identified in the

state matrix as the lead agency, and should maintain a list of and coordinate with local lead agencies and their representatives. At the local level, the architectural review board or commission, or other appropriate entity, should be identified as the lead agency for historic preservation.

### **Historic Preservation Coordinator**

The lead agency at each level should identify a Historic Preservation Coordinator (HPC) to ensure that historic preservation concerns are addressed during planning, response, and recovery efforts. At the local level, the local historic preservation planner or other



**The Historic Preservation Coordinator should be in the Emergency Operations Center as part of the response team.**

FLORIDA DEPARTMENT OF COMMUNITY AFFAIRS

# Local Historic Preservation Emergency Management Activities

## Event Occurs

### Historic Preservation Response Activated

Historic Preservation Coordinator is sent to Emergency Operation Center (EOC). The Historic Resources Inventory is accessed, the Historic Preservation Response Network is activated, and Initial Damage Assessment Teams are activated.

### Initial Damage Assessment Teams Deployed

Team members are given access to the Historic Resources Inventory; Historic Preservation Response Network members(s) are assigned to those teams assessing areas with historic resources; network members identify initial concerns related to historic structures needing special treatment while debris is being removed.

### Historic Preservation Response Network Members Flag Areas and Structures Needing Special Treatment

For example, network members should flag a steeple from a historic church that has fallen into the street and arrange for it to be moved to a safe place rather than demolished.

### Historic Preservation Coordinator Prioritizes Concerns and Organizes Assistance

The Historic Preservation Coordinator receives all the information from the Initial Damage Assessment Teams, prioritizes concerns, and organizes necessary specialized assistance.

### Historic Preservation Response Network Members are Sent to Sites of Concern

For example, when public works or debris contractors go to an area flagged for special treatment, Historic Preservation Response Network members are also sent to that location to make sure debris clearing does not further damage or destroy the site.

### In-Depth Surveys of Damaged Resources are Undertaken

After the initial response, the Historic Preservation Coordinator works with local site managers, other emergency management damage assessment personnel, and Historic Preservation Response Network Members to undertake in-depth surveys of damaged structures for recovery purposes.

Unless disaster planning is a full-time responsibility, the Historic Preservation Coordinator is unlikely to be able to personally undertake all of the responsibilities required for pre-disaster planning. However, it is important that the Historic Preservation Coordinator play a role, perhaps coordinating with other historic preservation professionals to ensure that these responsibilities are accomplished.

qualified historic preservation professional should be designated to assume the role of Historic Preservation Coordinator.

When a disaster occurs, the HPC is called to the Emergency Operations Center to interface with other lead agency representatives as described in the chart on page 41. The HPC would then access the Historic Resources Inventory (see page 21) to determine what resources may have been impacted, activate the Historic Preservation Response Network, assign members to the appropriate Initial Damage Assessment Team(s), evaluate damage reports, ensure that site and areas needing special treatment are flagged, assign network members to assist with specific resources, and ensure that team members have access to the impacted areas.

Unless disaster planning is a full-time responsibility, the HPC is unlikely to be able to personally undertake all of the responsibilities required for pre-disaster planning. However, it is important that the HPC play a role, perhaps coordinating with other historic preservation professionals to ensure that these responsibilities are accomplished. Pre-disaster planning activities include: coordinating the development of the Historic Resources Inventory; establishing the Historic Preservation Response Network; establishing an expedited review of historic resources; developing Emergency Response Plans for historic sites; ensuring that historic preservation concerns are integrated into the Emergency Support Function; conducting mock disaster training exercises; selecting sites for temporary housing, staging areas, and debris management; and developing the Local Mitigation Strategy. These responsibilities are described throughout this guide.

### Initial Damage Assessment Team Form

The form used to document damage should include a line to indicate whether a resource is historic. Copies of forms for damaged historic resources would be given to the Historic Preservation Coordinator to coordinate more in-depth damage assessment using historic preservation professionals.

### Training

Prior to any disaster, training should be provided to the Historic Preservation Response Team members to ensure smooth operation after a disaster. In coordination with FEMA, state and local emergency management offices periodically stage mock disaster training exercises. These provide opportunities to test response plans, try new procedures, and analyze gaps in various actions. Including a historic preservation element in mock disaster training exercises will make the consideration of preservation issues more routine during an actual disaster.

### Comprehensive Emergency Management Plan

This local plan establishes the policies and procedures that guide the implementation of the local emergency management program in compliance with criteria established by the state. Historic preservation concerns need to be integrated into this plan. The *Sample Local (County/Municipal) Historic Property Disaster Preparedness Program* on page 63 can provide guidance.

Photographers assessed the damage to Live Oak after 1964's Hurricane Dora.  
FLORIDA PHOTOGRAPHIC COLLECTION



# Integrate Historic Preservation Into the Local Response and Recovery Framework

## EVALUATE YOUR COMMUNITY

1. In your community, how have emergency management and historic preservation agencies interacted?
2. Are historic preservation concerns represented in your community's Emergency Support Function (ESF) Matrix?

## REVIEW TEST

1. True or False: Typically, the only interaction between historic preservation and emergency management is after a disaster when people are submitting requests for funds to cover the costs of rebuilding and other recovery activities.
2. True or False: A community can adequately integrate historic preservation expertise into the local response and recovery without an adequate Historic Resource Inventory and Historic Preservation Response Network.
3. Which of the following best describes the local Emergency Support Function (ESF) Matrix?
  - a. A site where trucks, materials and other response equipment is held to be dispatched as needed to different parts of the community.
  - b. Where temporary housing (usually mobile homes) are brought in to house people who have lost their homes in the disaster.
  - c. A site-specific Emergency Response Plan.
  - d. A list of priority functions which need to be immediately dealt with to coordinate disaster response and recovery and restore economic stability within a community, and the agencies that can be expected to perform these functions
4. True or False: Historic preservation concerns should be incorporated into the functions in the state and local ESF Matrix.
5. Which of the following would NOT be part of the role of a local preservation representative as a member of the ESF Matrix?
  - a. Participate in the response preparations to determine if historic resources are likely to be affected.
  - b. Nominate a damaged site to the National Register.
  - c. Work to ensure that historic preservation considerations and concerns are taken into account during initial response and recovery.
  - d. Be assigned to the appropriate teams to do the damage assessment for historic resources that contribute to the community.

## Analyze Potential Sites During Pre-Disaster Planning

In the aftermath of a disaster, debris needs to be cleared from roads, building sites, and public spaces and taken to debris storage and reduction sites. Emergency equipment from across the state, and sometimes the nation, needs

to be accommodated in staging areas. Temporary housing sites are needed to provide shelter for residents left without homes and for workers. Appropriate sites that will not impact significant historic resources should be identified prior to any disaster taking place.

### Appropriate Sites

The location of staging areas, temporary housing sites, and debris disposal and reduction sites can have a major impact on historic resources. Heavy equipment, constant traffic, and ground disturbance can easily destroy significant archaeological resources. Additionally, if major debris piles are placed on or in front of historic buildings, it can hinder efforts to evaluate

## Steps to Take:

- Identify and analyze debris disposal sites, staging areas, and temporary housing sites as part of the local pre-disaster planning process.
- Ensure that an archaeologist is appointed to the site selection team.
- Utilize the existing compliance review process at the Department of State to confirm that no historic resources are located on proposed sites.
- Have a professional archaeologist field-check potential sites prior to their selection.
- Incorporate the approved sites into local emergency management plans to eliminate confusion and delay when a disaster hits.

Historic preservation professionals should provide input into site selection during the pre-disaster planning process.

To allow access, debris should not be piled in front of historic buildings. FEMA







After major events such as Hurricane Andrew, FEMA needs to set up staging areas to direct response and recovery efforts. FEMA

Hurricane Andrew generated the need for emergency temporary housing. FEMA



and stabilize those structures.

During the pre-disaster planning process, steps should be taken to ensure that the presence of historic (and particularly archaeological) resources, are given reasonable consideration in the selection of these sites. Local governments should add an archaeologist or historic preservation professional to the site selection team to eliminate inappropriate sites from further consideration using the criteria noted below, and then to assist with in-depth surveys of the final sites. The selected sites should then be incorporated into the appropriate local emergency management plans.

Additionally, historic preservation professionals should provide input into the debris management plan; this is particularly important when a community has large historic districts that may warrant special treatment of debris. Any unique building features should be salvaged; for easily replicable items, only representative examples need to be saved. Finally, if a mutual aid agreement is established with neighboring communities it should include historic preservation concerns. For example, this is an appropriate place to identify firms in the region that specialize in historic preservation and restoration, so they can be brought in to assist with sorting and handling debris.

## Archaeologically Sensitive Sites

Generally, sites that have been disturbed by previous development should be at the top of the list for debris management, temporary housing, and staging areas. The following sites generally should be avoided:

- Sites known to include archaeological resources and areas of archaeological sensitivity. Refer to the Florida Master Site File for information on such sites.
- Sites that have not previously been disturbed by development (construction) activity.
- Cultivated fields, unless they have been surveyed and found to be devoid of archaeological significance.
- Elevated sites that may be mounds or shell middens.

A list of potential sites can be sent to the Compliance and Review Section, Division of Historical Resources, Florida Department of State for preliminary review.



In all cases, the final choices for debris disposal, staging, and temporary housing areas should be field-checked or reviewed by a professional archaeologist. FLORIDA DEPARTMENT OF STATE

# Analyze Potential Sites During Pre-Disaster Planning

## EVALUATE YOUR COMMUNITY

1. What sites has your community identified for debris storage, staging areas and temporary housing?
2. Is there a chance that the use of your community's identified sites could lead to the destruction of archaeological resources?
3. Are historic preservation experts and archaeologists involved in the development of your community's debris management plans?

## REVIEW TEST

1. True or False: Local governments should include an archaeologist and historic preservation expert on pre-disaster site selection teams.
2. True or False: Unlike debris storage sites, which need a significant amount of analysis before they can be chosen, staging areas and sites for temporary housing can be located in any convenient location.

# Integrate Historic Preservation Into the Local Mitigation Strategy

The current emergency planning structure requires both a state mitigation plan and Local Mitigation Strategy (LMS). An LMS attempts to reduce the vulnerability to and cost of damage to a community as a result of a disaster. The LMS is a blueprint of the steps a community can take to limit the effects of a disaster and make clean-up less chaotic and costly. The plan is generally county-wide, with input from each jurisdiction. For historic preservation to be an integral part of the emergency management process, it must be incorporated into the LMS.

## Historic Preservation Concerns

It is important to include a historic preservation professional on the local committee responsible for developing and updating the LMS. Relying on a

representative from the local planning office to represent historic preservation interests can dilute the emphasis. Historic preservation concerns should then be incorporated into each stage of the LMS process:

- **Potential hazard identification stage.** In addition to hurricanes, consideration is also given to wildfires, tornadoes, floods, and other disasters. Include the Historic Resources Inventory (see page 21) in this analysis. If this information has been created as a GIS layer, this layer should also be incorporated.
- **Vulnerability assessment stage.** This involves an overall summary of each potential hazard and its impact on the community, and identification of the types and numbers of existing and planned build-

## Steps to Take:

- Appoint a historic preservation representative to the Local Mitigation Strategy Committee responsible for the development and periodic evaluation of the local mitigation plan.
- Include historic resources as a special category for which potential hazards will be identified.
- Assess the vulnerabilities of historic resources.
- Incorporate specific mitigation goals, objectives, and actions for historic resources in the mitigation plan and the local government comprehensive plan.

Early in the process, it is important to identify potential threats to historic resources, such as flooding in historic St. Augustine. CITY OF ST. AUGUSTINE—COOPER HELM



As of November 2003, federal mitigation funds for Florida will be tied to the local mitigation plan, and more federal dollars will be available for pre-disaster mitigation. In preparation, all Florida jurisdictions are now in the process of reevaluating their LMSs. It is essential to integrate historic preservation concerns because if a project is not in the LMS, it will be difficult if not impossible to obtain funding.

ings, infrastructure, and critical facilities in the identified hazard area. Include historic resources as a category, and assess the vulnerability of any historic districts in the community. Vulnerability is also described in terms of potential dollar loss to the community. Include historic resources in this calculation, including any losses to the community's tourism economy.

- **Mitigation strategy stage.** The LMS includes mitigation goals and specific actions and projects to accomplish those goals. Include goals for potentially

impacted historic resources, and then identify and prioritize specific mitigation actions for funding. To add greater weight, a similar goal and related objectives should be included in the community's local government comprehensive plan.

A number of computerized models (HAZUS, TAOS, SLOSH) can help with the various assessments outlined above, and provide another vehicle for integrating historic preservation needs into the LMS.

## Pre- and Post-Disaster Planning and Mitigation

The Florida Department of Community Affairs is developing a series of manuals to assist with pre- and post-disaster planning and mitigation:

**Best Practices for Pre-Disaster Mitigation Planning.** This will identify implementation activities for local governments to identify and reduce potential risk to development from hurricanes, tropical storms, and inland flooding. For more information, contact the Florida Department of Community Affairs at 850.922.1815.

**Best Practices for Post-Disaster Redevelopment Planning.** This will focus on activities local governments can take to update and improve their Post-Disaster Redevelopment Plans to reduce the exposure of life and property damage from hurricanes, tropical storms, and inland flooding. For more information, contact the Florida Department of Community Affairs at 850.922.1815.

**Best Development Practices for Wildfire Mitigation.** This guide will be designed for local governments to implement planning and land use strategies, site design and development standards to reduce wildfire risk. For more information, contact the Florida Department of Community Affairs at 850.922.1815.

# Integrate Historic Preservation Into the Local Mitigation Strategy

## EVALUATE YOUR COMMUNITY

1. At what stage is your community's Local Mitigation Strategy (LMS) process?
2. Are historic resource concerns represented in your current LMS? If so, how?
3. Is there someone who can adequately represent historic preservation interests on your community's LMS development team?

## REVIEW TEST

1. Which of the following should NOT be done as a part of a community's efforts to integrate historic preservation needs into the LMS?
  - a. Identify the vulnerability of historic resources.
  - b. Include historic resources as a special category for which potential hazards will be identified.
  - c. Assume that a historic preservation professional is not needed on the team because someone already on the team will know about this issue.
  - d. Incorporate specific mitigation goals and objectives/actions for historic resources in the mitigation plan and the local government comprehensive plan.
2. True or False: The Assessment of Vulnerability stage in the development of an LMS is a process whereby the community identifies its assets and estimates its potential losses during any hazard event.
3. Which of the following is a way in which a community could incorporate historic resource concerns into the Potential Hazard Identification Stage of the LMS development process?
  - a. Include the inventory of historic land uses as a GIS layer with other data on critical facilities, infrastructure, and other land uses.
  - b. Include a historic preservation goal for the LMS.
  - c. Develop a set of objectives for the historic preservation goal in the LMS.
  - d. All of the above.

# Improve the Ability of Historic Resources to Withstand the Impacts of a Disaster

Depending on the number of historic resources within a community, it can be unrealistic to assume that all of the necessary mitigation activities can be done at once to protect these resources. The work must be done in a manner that retains the character-defining features of the historic property, and can be costly. Additionally, funding is competitive. Therefore, it makes sense to set priorities in terms of which resources and mitigation strategies should be focused on first.

Mitigation can include installing shutters to lessen the impacts of a disaster on a historic resource. BONNET HOUSE MUSEUM AND GARDENS

## Mitigation Priorities

If the LMS process incorporates historic preservation, this provides a good vehicle for setting priorities. If a community contains a large number of historic resources, a two-tiered process should be employed. The first step is to identify the community's most significant historic resources, and the second is to prioritize them in terms of their vulnerability to disaster and the feasibility of mitigation options.

In the first step, the same hierarchy (from higher

## Steps to Take:

- Use the Local Mitigation Strategy process to identify and prioritize mitigation projects.
- Make sure that mitigation treatments preserve the historic character and fabric of the site, and are done under the supervision of historic preservation professionals.



to lower priority) recommended for creating the Historic Resources Inventory can be applied:

- Historic resources that are listed in or determined eligible for listing in the National Register; followed by
- Historic resources that are locally designated or

are identified as significant in a local plan or survey report; followed by

- All resources older than fifty years and those resources that have achieved exceptional significance in less than fifty years.

In the second step, resources can then be priori-

tized in terms of vulnerability and mitigation options. For example, a National Register Historic District routinely subject to flooding may be given a higher priority than a district that only floods during a major storm.

## Mitigation Do's and Don'ts

### DO

- List building contents.
- Use videos, photographs, and historical research to document building and contents (documentation should describe exterior, interior, and site).
- Use measured drawings to document buildings, historic outbuildings, and site.
- Provide additional uplift protection through the addition of hurricane straps and tie-downs where not visible (concealed straps can be added to reinforce roof framing and roof/wall connection at time of reroofing).
- Provide reversible window protection (demountable storm panels).
- Inspect chimneys, other roof structures, and flashings for weaknesses, and make necessary repairs.
- Inspect porch columns for effective fastenings to deck and roof. Conceal new fastenings to the extent possible.
- Protect lower floors from flooding (sand bags, demountable flood doors).
- Provide positive barricade latching for exterior doors, including garage and carriage doors. Install demountable supplemental framing as necessary to secure large openings.
- In remote locations, make certain of water supply in case of fire.

- Install a fire detection system.
- Relocate electrical service above grade to highest level possible.
- Trim overhanging and dead branches periodically, removing coconuts and other natural fruits that may become projectiles.
- Secure portable yard furniture, landscape features, and outdoor equipment (HVAC condensers, gazebos, tables, chairs, umbrellas, etc.).

### DON'T

- Install anchors, hardware or other elements of new protection systems that are visible or that damage or destroy character-defining features.
- Replace historic windows with new units.
- Add inappropriate or non-reversible window protection (permanent shutters where none existed historically, or exposed cannister roll-down shutters).
- Elevate or relocate a historic building.
- Remove or alter character-defining features (other than through concealed means of improving attachment).

Florida Department of State, Bureau of Historic Preservation.





Projects identified in the local LMS will be given funding priority over those that are not, reinforcing the importance of pre-disaster planning.

These hurricane doors, installed in the 1920s, protect the historic Bonnet House.

(BONNET HOUSE MUSEUM AND GARDENS)

# Improve the Ability of Historic Resources to Withstand the Impacts of a Disaster

## EVALUATE YOUR COMMUNITY

1. Have local historic preservation professionals identified which historic resources in your community are most significant?
2. Have they identified which historic resources are most vulnerable to disaster?

## REVIEW TEST

1. True or False: The inclusion of historic resource goals and objectives in a LMS is NOT a major factor in receiving federal and state mitigation money for projects involving historic resources.
2. When establishing mitigation priorities for historic resources, which of the following should be considered?
  - a. Which resources are most vulnerable to the impacts of the disaster.
  - b. Which resources are the most significant.
  - c. Which mitigation activities respect the character-defining features of the historic resource.
  - d. All of the above.
3. Which of the following is an appropriate mitigation strategy for historic buildings?
  - a. Replacing historic windows with new units.
  - b. Elevating a building.
  - c. Reinforcing roof framing with concealed straps.
  - d. Adding permanent shutters where none existed historically.

# Identify Mitigation Funding Sources

Mitigation options include documenting the site to make accurate repair possible, and undertaking physical improvements to lessen risks during a disaster. There are myriad funding programs that can assist with mitigation activities. It is important to identify who has ownership and maintenance responsibilities for the historic resource, as this affects eligibility for funding. If the funds used are federal or from the State of Florida, projects to stabilize or rehabilitate historic properties must be undertaken in compliance with the Secretary of the Interior's Standards for Rehabilitation.

## FEMA Grants

### Emergency Management Performance Grants

These grants to states support local emergency management programs. Funds can be used for emergency management planning (including the development of comprehensive emergency management plans), preparedness, mitigation, response, and recovery efforts.

### Flood Mitigation Assistance Program

Local governments participating in the National Flood Insurance Program, which have a FEMA-approved Flood Mitigation Plan and are able to meet the Flood Mitigation Assistance Program cost-share requirement, are eligible to receive planning grants to assist with developing and updating Flood Mitigation Plans and project grants to assist with implementing flood mitigation projects designed to reduce future flood losses.

### Hazard Mitigation Grant Program

Government entities, private not-for-profits, and Indian Tribes are eligible to receive these funds in the aftermath of a Presidentially declared disaster. They can be used to develop and update mitigation strategies, or implement the measures contained in those strategies.

### Individual and Household Grant Program

Also available in the aftermath of a Presidentially declared disaster, these federal funds are provided to help individuals and families meet their post-disaster needs, including medical expenses, transportation costs, home repairs, replacement of essential property, and funeral expenses.

### Pre-Disaster Mitigation Fund

State and local governmental entities can apply for funds for public or private cost-effective hazard mitigation projects that are identified in the Local Mitigation Strategy. Eligible activities include management costs, information dissemination, mitigation planning, technical assistance, and "bricks and mortar" projects.

## Steps to Take:

- Identify who has ownership and maintenance responsibility for the mitigation sites.
- Explore federal, state, and local funding programs.

### Public Assistance Program

This offers federal funds for the repair, replacement, or restoration of facilities damaged during a Presidentially declared disaster. State and local governments, Indian Tribes, and some private not-for-profit organizations are eligible for assistance. These funds can be used for emergency work, including debris removal from rights-of-way, and any protective measures aimed at reducing immediate threats to the public that take place within six months of the disaster declaration. They can also be used for permanent work, including repairs to damaged facilities and infrastructure within eighteen months of the disaster declaration.

### Other Federal Grant Programs

#### Community Development Block Grant Program

This U.S. Department of Housing and Urban Development program is aimed at improving communities by providing decent housing, a suitable living environment, and expanded economic opportunities, principally for persons with low and moderate incomes. After a disaster event, these grants can be reprogrammed to fund immediate and long term disaster recovery efforts, and HUD can provide new disaster

## CASE STUDY

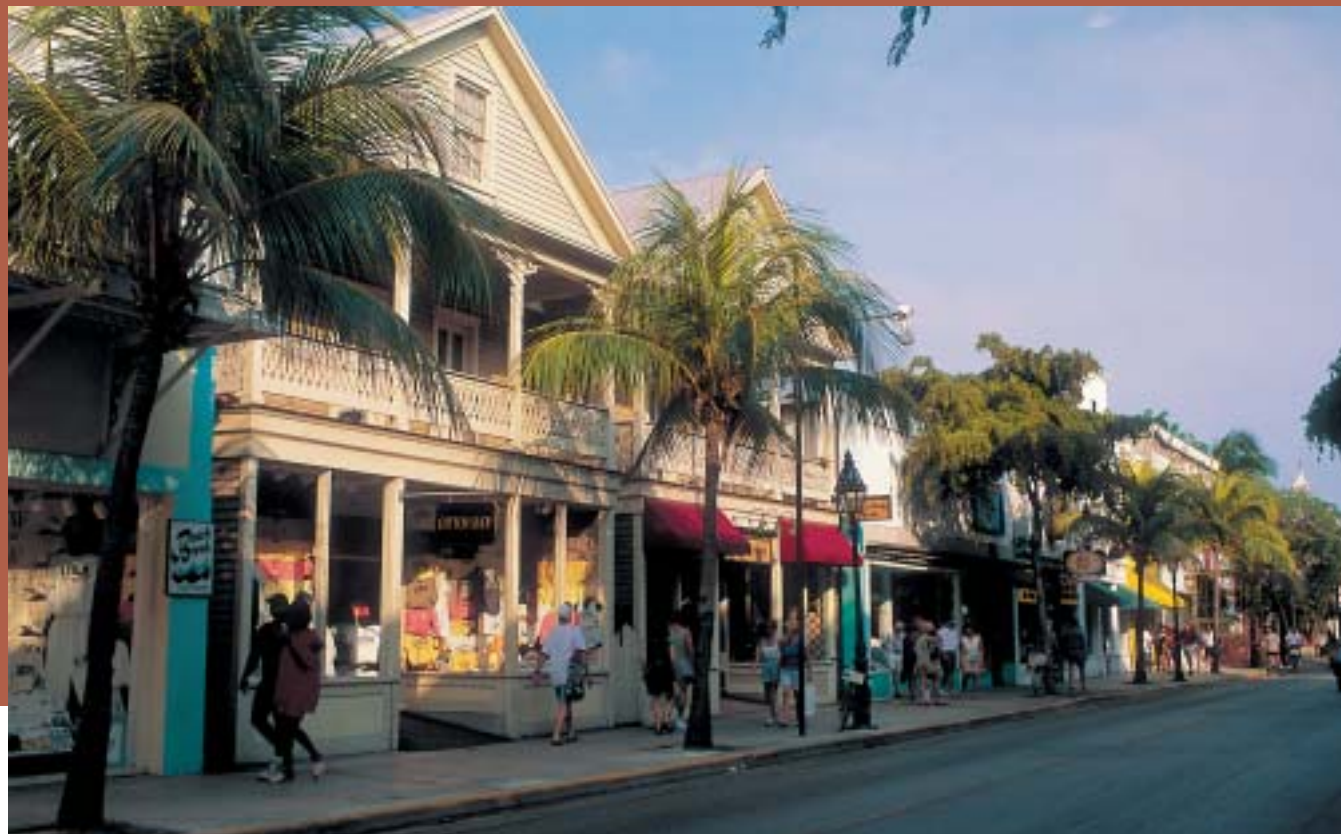
## The Hazard Mitigation Grant Program in Historic Key West

Large sections of the historic Old Town of Key West, including the National Register Historic District, have experienced repeated flooding since the town was founded. Hazard Mitigation Grant Program funds along with state and local monies were used to build tidal control valves and stormwater treatment facilities. These have virtually eliminated tidal flooding at important intersections and in the historic district. The project cost about \$350,000, and is estimated to be saving the City of Key West and affected businesses about \$140,000 a year.

*Mitigation Success Stories, Federal Emergency Management Agency, 2000.*

Thanks to the Hazard Mitigation Grant Program, Key West's historic downtown is much less susceptible to flooding.

VIVIAN YOUNG



recovery grants through this program. State and local governments can receive these funds, and many Florida cities already receive them. Fundable activities include buying damaged properties, relocating displaced persons and businesses, administration costs, home and building rehabilitation, home-ownership assistance to disaster victims, and infrastructure repair.

**Economic Development and Adjustment Program, Sudden and Severe Economic Dislocation**

The Department of Commerce, Economic Development Administration, offers grants to help state and local governments implement recovery strategies following severe and sudden economic disasters. These funds can be used to reconstruct public facilities following a natural disaster.

**If federal or state funds are used to rehabilitate a historic property, the project must be undertaken in compliance with the Secretary of the Interior’s Standards for Rehabilitation.**

**Small Business Administration Disaster Loans**

After a disaster declaration, the SBA can make two types of loans to individuals and businesses. Home-owners, renters, non-farm businesses, and not-for-profit organizations are eligible for physical disaster loans to reconstruct or replace private real and personal property. Small businesses can receive economic injury disaster loans to provide emergency working capital.

**Historic Preservation Grant Programs**

**Federal Investment Tax Credits**

Income-producing buildings listed in the National Register of Historic Places are eligible for a twenty percent tax credit for substantial rehabilitation projects that follow the Secretary of the Interior’s Standards for Rehabilitation.

## Ownership and Maintenance Responsibility

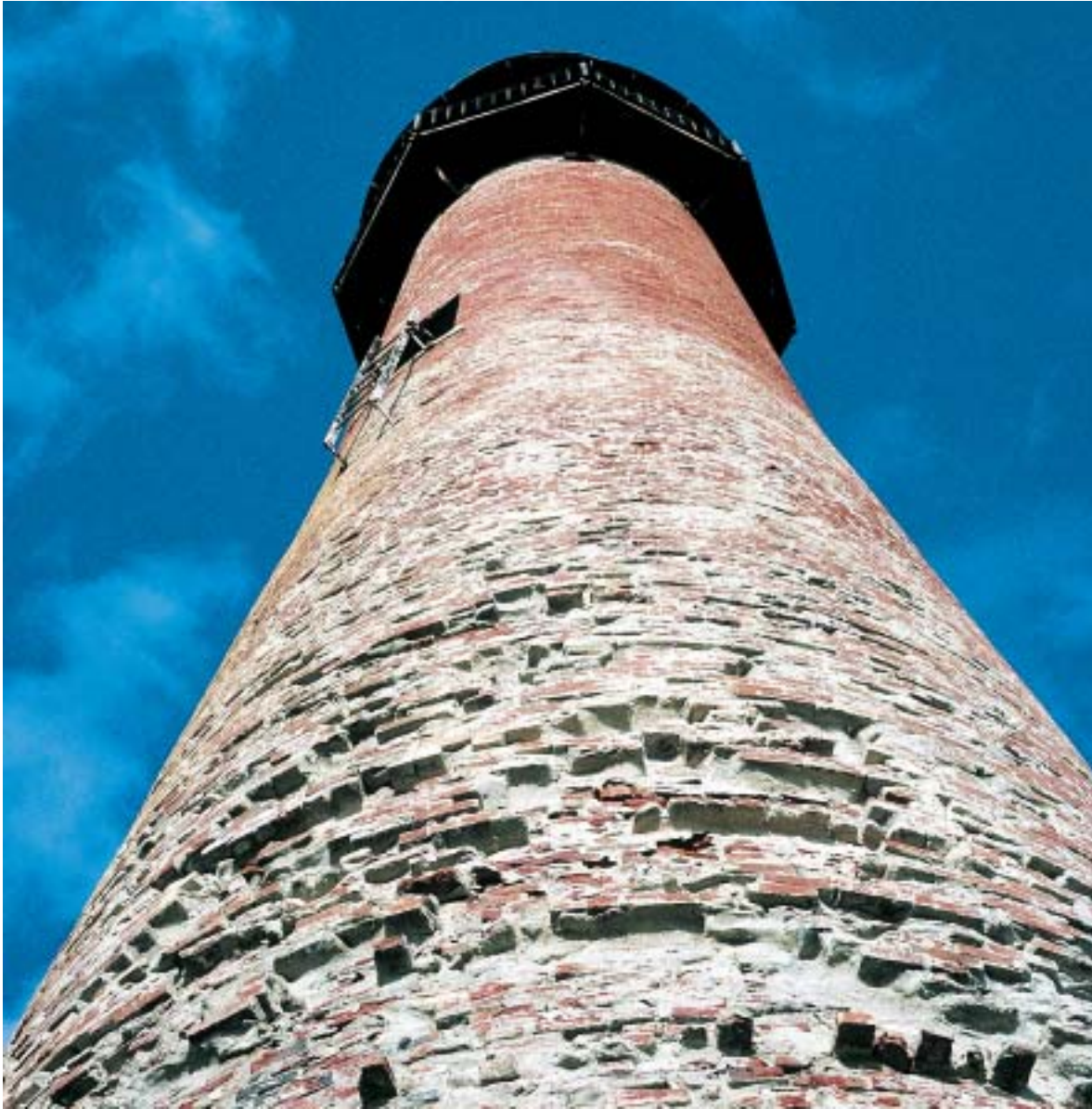
It is important to identify who has ownership and who has maintenance responsibility for a particular resource, as that will impact what federal disaster resources can be used.

Owner or Entity Responsible for Maintenance:	Eligible For:
Private Homeowner	Small Business Administration Grants Individual and Household Grants
Private Non-Profit Organization	Small Business Administration Grants Hazard Mitigation Grants FEMA Public Assistance
Public Agency/Institution	FEMA Public Assistance Hazard Mitigation Grants

The Resource Identification Strategy at [www.dca.state.fl.us/fhcd/fnr/ris/index.htm](http://www.dca.state.fl.us/fhcd/fnr/ris/index.htm) contains information on potential funding sources for disaster preparedness, response, mitigation, recovery and long-term redevelopment projects.



Pensacola's L&N Rail Road Passenger and Freight Station received both Federal Investment Tax Credits and a grant from the U.S. Department of Housing and Urban Development to assist with renovation. DAVID FERRO



After Hurricane Andrew, the Cape Florida Lighthouse and other historic properties in South Florida received grants from the Florida Department of State to assist with their restoration.

LEFT: FLORIDA DEPARTMENT OF STATE;  
RIGHT: BILL SUMNER





#### **Florida Historic Preservation Emergency Recovery Assistance**

Following Hurricane Andrew, state historic preservation grant funds were provided to assist recovery. It is conceivable that this type of assistance would be made available again in the event of a major disaster, especially for owners not eligible for other recovery funding assistance.

#### **Historic Preservation Fund Grants-in-Aid Program**

This program of the U.S. Department of the Interior, National Park Service, provides matching funds to states to identify and evaluate sites which have the potential to be listed in the National Register of Historic Places, to undertake planning and education projects, and to undertake rehabilitation. Certified Local Governments are eligible to apply.

#### **Local Program Funds**

A number of communities have established local programs to further historic preservation activities. The City of Sarasota collects \$100 from each demolition permit and applies these funds toward surveys and other historic preservation projects. The City of Tallahassee provides low-interest loans that can assist with the rehabilitation of locally designated historic resources.

#### **National Trust for Historic Preservation Loan Program**

Tax-exempt non-profits and local governments can apply for these loans, which can be used to assist with the stabilization of historic properties in compliance with the Secretary of the Interior's Standards for Rehabilitation.



# Identify Mitigation Funding Sources

## EVALUATE YOUR COMMUNITY

1. Are the historic resources in your community mostly privately owned or are they public facilities?
2. What funding sources for mitigation is your community currently taking advantage of?

## REVIEW TEST

1. Which of the following is NOT an appropriate use for Hazard Mitigation Grant Program funds?
  - a. Repairs to damaged facilities and infrastructure after a disaster.
  - b. Making structural improvements to a historic resource to enhance its ability to withstand a disaster.
  - c. Implementing state and local mitigation plans.
  - d. Mitigation measures in disaster prone areas.
2. Which of the following statements about FEMA's Public Assistance Program is incorrect?
  - a. Eligible entities include state and local governments, Indian Tribes, and some private not-for-profit organizations.
  - b. Funds from the program can be used to do emergency work or permanent work.
  - c. The program offers federal funds for the repair, replacement, or restoration of facilities damaged during a disaster.
  - d. The program offers state funds for the repair, replacement, or restoration of facilities damaged during a disaster.
3. True or False: The Small Business Administration offers loans to assist with reconstructing or replacing property and economic injury.
4. True or False: The Small Business Administration only offers loans to businesses.

## THE NEXT STEP

This manual is intended to provide the first steps to better integrate Florida's historic preservation and emergency management processes. Based on input from the 2001 roundtable of historic preservation and emergency management experts and from the Technical Advisory Committee established to assist with developing this manual, recommendations fell into two broad categories.

The first category is to enhance the local preservation process to ensure that there is a Historic Resources Inventory, Historic Preservation Response Network, expedited historic preservation review procedures, and site specific emergency response plans in place to assist with emergency management efforts. The second category is to integrate historic preservation into the local emergency management process, including integrating preservation concerns into the local response and recovery framework and the Local Mitigation Strategy, improving the ability of historic resources to withstand disaster, securing mitigation funding, and analyzing potential debris storage and other recovery-related sites during pre-disaster planning.

These recommendations provide the starting point. The next step is to implement these recommendations at the local level, expand on them, and develop effective working programs that can serve as models for other communities across the state and nation.

The Florida Department of State and Florida Department of Community Affairs are willing to assist Florida's communities with developing such programs. Both agencies are committed to providing the technical assistance, training, and coordination necessary to develop model programs to steer Florida's rich and varied historic resources through the future disasters sure to face our state.

**In 1921 a major hurricane hits Sarasota.**

SARASOTA COUNTY HISTORY CENTER



**Englewood's Royal Casino was also damaged.**

SARASOTA COUNTY HISTORY CENTER, DIANA HARRIS COLLECTION



**Florida has a long history of natural disasters.  
With careful planning, the impact of these and other  
disasters on historic resources can be lessened.**

## GLOSSARY

**Adverse Effect.** Harm to historic properties directly or indirectly caused by a federal agency's action.

**Area of Potential Effect.** A geographic area or areas within which an undertaking may directly or indirectly cause changes in the character or use of historic properties. It may extend beyond the project area.

**CDBG: Community Development Block Grant.** A federal grant program aimed at improving communities by providing decent housing, a suitable living environment, and expanded economic opportunities, principally for persons with low and moderate incomes.

**CLG: Certified Local Government.** A program conducted by the state in fulfillment of federal historic preservation requirements, which links three levels of government (federal, state, and local) into a preservation partnership for identification, evaluation and protection of historic properties. To participate, a local government must adopt a historic preservation ordinance establishing a local historic preservation program.

**Comprehensive Emergency Management Plan.** A local plan that establishes the policies and procedures that guide the implementation of the local emergency management program in compliance with criteria established by the state.

**Consulting Party.** An entity that is a signatory to a memorandum of agreement and has specific responsibilities under that agreement

**DCA: Florida Department of Community Affairs.** The Florida state agency that oversees hazard mitigation, growth management, and community revitalization.

**DEM: Division of Emergency Management.** A division within the Florida Department of Community Affairs which

oversees disaster preparedness, emergency response, disaster recovery, and hazard mitigation.

**DMA 2000: Disaster Mitigation Act of 2000.** See Summary of Major Legislation on page 62.

**DOS: Florida Department of State.** The Florida state agency that has responsibilities for historic preservation activities in the state.

**Emergency Response Plan.** A plan that identifies how a specific historic resource can mitigate potential impacts, improve response during an event, and aid recovery after a disaster strikes.

**EMO: Emergency Management Office.** The county or municipal office that serves as the local arm for disaster preparation, mitigation, response, and recovery.

**EOC: Emergency Operations Center.** Centers operated by the state and each county to handle immediate response and recovery activities related to an emergency.

**ESF: Emergency Support Function.** One of several identified priority functions which need to be immediately dealt with to coordinate disaster response/recovery and restore economic stability within a community. Examples include transportation, communications, mass care, food and water, military support, and public information.

**FEMA: Federal Emergency Management Agency.** The federal agency charged with building and supporting the nation's emergency management system.

**Florida Historical Resources Act (Chapter 267, Florida Statutes).** See Summary of Major Legislation on page 62.

**FMSF: Florida Master Site File.** A partial inventory of

known, potentially historic resources that have been surveyed across the state of Florida. It is maintained by the Division of Historical Resources, Florida Department of State.

**GIS: Geographic Information System.** A computer system for capturing, storing, checking, integrating, manipulating, analyzing and displaying data related to positions on the earth's surface.

**Hazard Mitigation.** Any action taken to permanently reduce or eliminate long-term risk to people and their property from the effects of hazards.

**HAZUS.** A FEMA-developed software application designed to model and help estimate disaster damage and losses in a defined geographic area. Communities are being encouraged to use this tool to aid in the preparation of their mitigation plans in response to the Disaster Mitigation Act of 2000.

**Historic District.** A geographically definable area, urban or rural, possessing a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united by past events or aesthetically by plan or physical development. A district may also be comprised of individual elements separated geographically but linked by association or history.

**Historic Preservation.** The identification, evaluation, recordation, documentation, analysis, recovery, interpretation, curation, acquisition, protection, management, rehabilitation, restoration, stabilization, maintenance, or reconstruction of historic properties.

**Historic Preservation Response Network.** A database of historic preservation professionals who have agreed to assist with disaster response and recovery efforts.

**Historic Resource.** Any prehistoric or historic district, site, building, structure, or object significant in history, architecture, archaeology, engineering, and culture.

**Historic Resources Inventory.** A local inventory of significant historic resources that is incorporated into the community's emergency management process.

**HPC: Historic Preservation Coordinator.** The individual assigned to represent historic preservation concerns in a community's emergency management process.

**Integrity.** The authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's period of significance. It is the composition of seven qualities, including location, design, setting, materials, workmanship, feeling, and association.

**LMS: Local Mitigation Strategy.** A community plan to promote hazard mitigation and manage post-disaster recovery.

**Local Ordinances.** Local legislation that establishes the means to implement locally adopted Comprehensive Emergency Management Plans. Additionally, many local governments adopt ordinances to establish a review process, design standards, and permitting requirements for alterations to historic resources.

**Main Street Program.** A program of the Division of Historical Resources, Florida Department of State, to promote the revitalization of historic downtown commercial areas. Designated Main Street communities receive technical assistance.

**Mitigation 20/20.** A computer planning tool used by state and local governments in the development of comprehensive mitigation plans. It also aids state and local governments in achieving federal requirements, including those

under the Disaster Mitigation Act of 2000.

**NEPA: National Environmental Protection Act.** See Summary of Major Legislation on page 62.

**NHPA: National Historic Preservation Act.** See Summary of Major Legislation on page 62.

**NPS: National Park Service.** The federal agency responsible for performing many of the responsibilities specifically vested in the Secretary of the Interior under the National Historic Preservation Act.

**NRHP: National Register of Historic Places.** The national list of districts, sites, buildings, structures, and objects significant in American history, architecture, archaeology, engineering, and culture, maintained by the Secretary of the Interior under authority of Section 101 (a)(1)(A) of the National Historic Preservation Act of 1966, as amended.

**SBA: Small Business Administration.** The federal agency charged with providing financial, technical, and management assistance in order to start, run, and grow American small businesses. The SBA also plays a major role in the government's disaster relief efforts by making low-interest recovery loans to both homeowners and businesses.

**Secretary of the Interior's Standards for Rehabilitation.** Ten principles established by the National Park Service to guide rehabilitation of significant historic properties in a manner that complies with the National Historic Preservation Act of 1966.

**Section 106 of NHPA.** See Summary of Major Legislation on page 62.

**Section 110 of NHPA.** See Summary of Major Legislation on page 62.

**SHPO: State Historic Preservation Officer.** The designated state official responsible for ensuring implementation of federal historic preservation requirements and for maintaining a professionally-staffed State Historic Preservation Office. Florida's State Historic Preservation Office is the Division of Historic Resources, Florida Department of State.

**SLOSH: Sea, Lake and Overland Surges from Hurricanes.** A computerized model run by the National Hurricane Center that predicts storm surge heights and winds from hurricanes.

**Stafford Disaster Relief and Emergency Assistance Act.** See Summary of Major Legislation on page 62.

**TAOS: The Arbiter Of Storms.** A computerized model used to create meteorological hazard models, such as real time hurricane forecasting, and potential vulnerability to wind and water.

**36 C.F.R. Part 800.** See Summary of Major Legislation on page 62.

**THPO: Tribal Historic Preservation Office.** The tribal equivalent to a State Historic Preservation Office, the office assumes a role parallel to that of state government in administering the provisions of the National Historic Preservation Act on its reservation.

**Undertaking.** Any federal project, activity, or program that involves the expenditure of federal money and can result in changes to the character or use of historic properties. The project, activity, or program must be under the direct or indirect jurisdiction of a federal agency or licensed or assisted by a federal agency. These activities, which trigger a Section 106 review, may include construction, rehabilitation and repair projects, demolition, licenses, permits, loans, loan guarantees, grants, federal property transfers, and many other types of federal involvement.

## MAJOR LEGISLATION APPLICABLE TO HISTORIC PRESERVATION AND DISASTER PREPAREDNESS

### Emergency Management Legislation

**Robert T. Stafford Disaster Relief and Emergency Assistance Act.** The primary federal legislation governing hazard mitigation and disaster response and recovery, implemented by Title 44 of the Code of Federal Regulation, establishes the process for a disaster declaration as well as various disaster grant programs.

**DMA 2000: Disaster Mitigation Act of 2000.** An amendment to the Stafford Act which focuses on improving and streamlining the administration of federal disaster relief and programs to promote mitigation activities. Included among its provisions are funding for pre-disaster mitigation activities and requirements for state and local infrastructure mitigation planning.

**Local Ordinances.** Local legislation which establishes the means to implement locally adopted Comprehensive Emergency Management Plans. Additionally, many local governments adopt ordinances to establish a review process, design standards, and permitting requirements for alterations to historic resources.

### Historic Preservation Legislation

**NHPA: National Historic Preservation Act.** A 1966 act passed to ensure that federal agencies, including FEMA, consider historic resources in their project planning and execution, and to encourage states to adopt their own historic preservation programs.

**Section 106.** A section of the National Historic Preservation Act that establishes a process for agencies to follow when considering the effects of federal undertakings on historic resources.

**Section 110.** A section of the National Historic Preservation Act that outlines the guidelines for federal agency responsibilities concerning historic preservation.

**NEPA: National Environmental Protection Act.** A 1969 act that establishes a national policy for the environment, including to “preserve important historic, cultural, and natural aspects of our national heritage . . . .” To determine the impact of federal actions on environmental resources, it establishes the Environmental Analysis (EA) and Environmental Impact Statement (EIS) processes.

**36 C.F.R. Part 800.** Federal regulations, entitled *Protection of Historic Properties*, which govern the Section 106 process of the National Historic Preservation Act and provide guidance on how agencies can comply with both NHPA and NEPA through a merged Section 106-Environmental Analysis/Environmental Impact Statement process.

**Florida Historical Resources Act (Chapter 267, Florida Statutes).** State legislation which requires each state agency of the executive branch with direct or indirect jurisdiction over a proposed state or state-assisted undertaking to consider the effect of the undertaking on any historic resource that is included in, or eligible for inclusion in, the National Register of Historic Places.

## SAMPLE LOCAL (COUNTY/MUNICIPAL) HISTORIC PROPERTY DISASTER PREPAREDNESS PROGRAM

### A. The local Historic Preservation Office (HPO) will maintain a historic property database (e.g., GIS) of:

1. Historic resources that are listed in or determined eligible for listing in the National Register;
2. Historic resources that are locally designated or are identified as significant in a local plan or survey report;
3. All resources older than fifty years; and,
4. Those resources that have achieved exceptional significance in less than fifty years.

*Note: In rural counties where GIS mapping is not in use, historic properties should be manually plotted on 7.5 minute (topographical) USGS maps.*

**B. With assistance from local preservation organizations, the HPO will secure digital photographs of all standing structures in categories A.1 and 2 above. Properties in categories A.3 and 4 above, will be evaluated. Potentially significant resources will be digitally photographed through a windshield survey conducted by local preservation organizations under the direction of a preservation professional (architectural historian).**

**C. Consistent with the process described in B above, the HPO will:**

1. Coordinate a resurvey of all identified properties every 5 years.

2. Identify and evaluate those properties not previously included that have turned fifty years old since the last review.
3. Ensure that all properties evaluated as historic resources are identified in a GIS map layer consistent with the format used by the county's Emergency Management Office (EMO). This layer will be developed and maintained by the HPO and updated versions will be provided to the EMO on an annual basis (i.e., prior to hurricane season each year).
4. While public, residential, commercial, and other types of historic properties will be included in the Historic Resources GIS layer, public buildings will be flagged for easy identification because they are often the subject of the earliest damage assessments and recovery actions.

**D. The HPO will assemble damage assessment teams to be constituted on a standing basis with a preassigned area of responsibility. Actions of these teams will be coordinated with EMO recovery program.**

1. Team members should be from other geographic locations in the county or adjacent counties but must become generally familiar with the resources identified in their assigned areas.
2. Ideally, each team would include a preservation professional. If not, basic training in historic preservation practices and damage assessment may be necessary.

3. Teams should be equipped with GPS units, access to the GIS layer for their assigned area, and digital cameras.

**E. The HPO will assemble EMO Damage Assessment Teams (for properties eligible for public assistance).**

1. Teams dealing with historic properties will include a historic preservation professional.
2. A pool of historic preservation professionals willing and qualified to participate on these teams will be identified by the HPO and will be updated every six months.

**F. The HPO will develop a plan for Initial Damage Assessment.**

1. A rating system will be developed to assess apparent damage as perceived from the public way, with provision for notes to document observations. Ideally, this documentation will be linked to the GIS layer for direct input of observations. Alternatively, a list of damaged historic properties with an initial assessment of the extent of damage will be developed for distribution to appropriate EMO disaster recovery personnel.
2. Sample rating system:
  - 0 – Historic structure destroyed
  - 1 – Historic structure very severely damaged (e.g., roof structure missing and one or more walls damaged)
  - 2 – Historic structure severely damaged (e.g., roof structure missing or one or

## SAMPLE LOCAL (COUNTY/MUNICIPAL) HISTORIC PROPERTY DISASTER PREPAREDNESS PROGRAM

more walls damaged)

- 3 – Historic structure moderately damaged (roofing, windows broken, siding missing or damaged)
- 4 – Historic structure slightly damaged (windows broken)
- 5 – Historic structure stable (no apparent damage)

### G. The HPO will assemble a Triage Planning Team.

1. Initial damage assessment will be reviewed by an interdisciplinary triage planning team, including a preservation architect, engineer, and contractor.
2. Based on review, recommendations will be made to prevent further damage (water intrusion/wind) for those properties deemed repairable. Those properties that have been damaged beyond repair will be identified to facilitate demolition by recovery forces. In rare instances, salvage of unique features of destroyed properties may be recommended.
3. Triage recommendations will be conveyed to the EMO and local triage teams.

### H. Triage team volunteer assistance will be provided to all property owners, as needed.

1. Volunteers with construction experience and basic preservation training will be made available, with appropriate professional(s) to provide direction.
2. Teams must have access to supplies needed to secure the building envelope, shore

damaged framing, block damaged windows and doors, prevent water intrusion and eliminate hazards to public safety. Supplies for immediate response should be stockpiled in a protected location so as to be readily available following a disaster.

3. Typical tools/equipment needed include:  
Portable generator/power cords  
Portable compressor/hoses  
Circular saws/blades  
Pneumatic framing nailer  
Hand tools (carpentry)
4. Typical materials needed include:  
5/8" CDX plywood (4'x8' sheets)  
2x4 framing lumber  
Visqueen  
Large tarps  
Fasteners  
Industrial tape

***Note: Some form of insurance coverage for triage team members and a release of liability are needed for protection of property owners.***

5. Triage teams will distribute information about available assistance for those properties not eligible for public assistance (commercial and residential properties). The HPO will prepare a publication identifying sources of assistance, actions needed by property owners to prepare for possible disaster, and recovery strategies appropriate to historic properties. The publication will be

distributed to owners of such properties as part of an integrated community disaster preparedness campaign. It will be important to keep assistance contact information current, perhaps through an insert that can be republished on a quarterly basis.

### I. The HPO will develop a plan for Phase 2 Recovery Assistance.

1. The HPO will identify sources of professional guidance for owners of historic properties to assist in planning permanent repairs, will maintain a list of disaster recovery contractors, and will maintain information on availability of preservation contractors.

***Note: Following Hurricane Andrew, state historic preservation grant funds were provided to assist recovery. It is conceivable that this type of assistance would be made available again, especially for owners not eligible for other recovery funding assistance.***

2. If special grant funds are made available, the HPO may retain the services of architects and engineers to assist recovery planning for owners who may not be financially able to do so, and may assist those owners in securing available grants and loans to carry out needed repairs.



# Answers for Section Review Tests

## HISTORIC PRESERVATION PROGRAMS

- 1. b.** The National Register of Historic Places is an official listing of buildings, structures, sites, and objects that have been found to be significant in American history, architecture, archaeology, engineering, and cultural at the local, state, or national levels. National Register listing does not automatically protect properties from alteration or demolition.
- 2. d.** The State Historic Preservation Officer (SHPO) administers the national historic preservation program at the state level and consults with FEMA during the Section 106 review. The Division of Historic Resources, Florida Department of State, serves as Florida's State Historic Preservation Office.
- 3. c.** The Florida Master Site File (FMSF), maintained by the Division of Historical Resources, is a partial inventory of potential historic resources. Most FMSF properties have not been evaluated to determine their significance, and many historic resources across Florida have not yet been surveyed, so are not included in the FMSF.
- 4. False.** There is no such requirement in Florida; however, communities that maintain a local historic preservation program can apply to be designated as a Florida Certified Local Government.

## EMERGENCY MANAGEMENT PROGRAMS

- 1. False.** All federal agencies, including FEMA, must comply with federal historic preservation regulations.
- 2. a.** Local government is the first to respond, with support from state and federal agencies, as necessary.
- 3. d.** Each county in Florida is required to maintain an Emergency Operations Center, a Comprehensive Emergency Management Plan, and a Local Mitigation Strategy.

## THE CURRENT INTERFACE BETWEEN HISTORIC PRESERVATION AND EMERGENCY MANAGEMENT

- 1. True.** According to Sections 110 and 106 of the National Historic Preservation Act, FEMA must look at the effects of its actions on historic properties that are included on or eligible for inclusion in the National Historic Register, determine if historic properties or archaeological sites in the project area will be adversely effected, and take action to avoid or minimize the adverse effect.
- 2. True.** This is one of the Secretary of the Interior's Standards for Rehabilitation. For a complete list, please see page 14.
- 3. b.** Florida's State Historic Preservation Officer administers the national historic preservation program at the state level and consults with FEMA during Section 106 review.
- 4. d.** The adverse effect of federal undertakings can be resolved by reexamining the project to avoid the adverse effect, avoiding the site, or identifying specific measures to avoid or minimize the adverse effect.

## IMPROVING DISASTER PLANNING FOR HISTORIC RESOURCES

- 1. d.** All of the above are problems encountered when trying to integrate historic preservation into a community's emergency management process. For a list of problems, see page 17.
- 2. c.** This is not one of the common historic preservation concerns after a disaster. For a list of concerns, see page 18.
- 3. d.** All of the above are key actions in linking historic preservation and emergency management. For a complete list of these key actions, see page 17.

## CREATE A HISTORIC RESOURCES INVENTORY

1. **a.** The local historic preservation office or organization, with input from the local emergency management office, should create the historic resources inventory.
2. **d.** All of these should be included. For a list of the minimum information that should be included, see page 21.
3. **False.** A building generally must be at least 50 years old to be eligible for inclusion in the National Register of Historic Places. However, resources possessing exceptional significance may be listed sooner.
4. **False.** The precise locations of archeological sites are sensitive. Use of the Florida Master Site File information comes with the acknowledgment that archaeological data should not be distributed to other users.

## CREATE A HISTORIC PRESERVATION RESPONSE NETWORK

1. **d.** All of these could be used as resources for identifying historic preservation professionals to serve on a local Historic Preservation Response Network. For more suggestions, see page 28.
2. **False.** During and after a disaster most resources are dedicated to protecting safety and welfare. Appropriate historic preservation professionals should be identified before a disaster strikes.
3. **d.** The Historic Preservation Response Network should be shared with the local emergency management office and State Historic Preservation Office, as they will be more directly involved than FEMA. For the list of key points, see page 27.

## DEVELOP EXPEDITED HISTORIC PRESERVATION REVIEW PROCEDURES

1. **True.** Traditional review procedures can take weeks or even months to complete.
2. **d.** All of the above are options for expedited review.

## DEVELOP SITE-SPECIFIC EMERGENCY RESPONSE PLANS

1. **False.** Each site-specific Emergency Response Plan should be tailored to the individual site. The extent and complexity of an individual response plan will vary depending on the type of historic resource.
2. **d.** All of these should be included.
3. **d.** All of these should be considered.
4. **True.** Evaluation should be done when time allows, but as soon after the disaster as possible.
5. **d.** All of the above could be included, depending on the specifics of the site.

## INTEGRATE HISTORIC PRESERVATION INTO THE LOCAL RESPONSE AND RECOVERY FRAMEWORK

1. **True.** Currently there is little interaction during the mitigation planning and response stages.
2. **False.** Knowing where significant resources are located and having access to historic preservation professionals are essential.
3. **d.** The local Emergency Support Function (ESF) Matrix is a list of priority functions which need to be immediately dealt with to coordinate disaster response and recovery and restore economic stability within a community, and identifies the agencies expected to perform these functions. For more information, see page 39.
4. **True.** Historic preservation plays a large role in Florida's economy and should be represented in the ESF Matrix.
5. **b.** This would not be part of the ESF role.

### ANALYZE POTENTIAL SITES DURING PRE-DISASTER PLANNING

1. **True.** FEMA suggests that pre-disaster site selection teams include local officials, residents, conservation agencies and environmental groups. Local governments should also add an archaeologist or historic preservation expert to this team.
2. **False.** The same team that is analyzing sites for debris management should also look for potential sites for staging areas and temporary housing as part of the local pre-disaster planning. The considerations for this type of site selection are similar to those used for debris disposal sites.

### INTEGRATE HISTORIC PRESERVATION INTO THE LOCAL MITIGATION STRATEGY

1. **C.** Each community should appoint a historic preservation professional to the Local Mitigation Strategy committee responsible for the development and periodic evaluation of the local mitigation plan. Relying on planning department or other representation tends to dilute the emphasis of historic resource concerns.
2. **True.** The Vulnerability Assessment Stage involves an overall summary of each potential hazard and its impact on the community, and identification of the types and numbers of existing and planned buildings, infrastructure, and critical facilities in the identified hazard area. It is important to include historic resources in this analysis.
3. **a.** While B and C should be accomplished, they should be done as a part of the mitigation strategy stage.

### IMPROVE THE ABILITY OF HISTORIC RESOURCES TO WITHSTAND THE IMPACTS OF A DISASTER

1. **False.** Projects that are identified in the Local Mitigation Strategy (LMS) will be given funding priority over those that are not.
2. **d.** All of the above should be considered when establishing mitigation priorities for historic resources.
3. **c.** Reinforcing roof framing with concealed straps is the only appropriate mitigation strategy on this list, as it will not detract from the historic character of the property. For a list of mitigation do's and don'ts, see page 50.

### IDENTIFY MITIGATION FUNDING SOURCES

1. **a.** Mitigation funds are used for mitigation, not repairs after a disaster.
2. **d.** The program offers federal funds.
3. **True.** The SBA makes both of these types of grants.
4. **False.** The SBA offers loans to individuals, businesses, and private not-for-profit organizations.



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