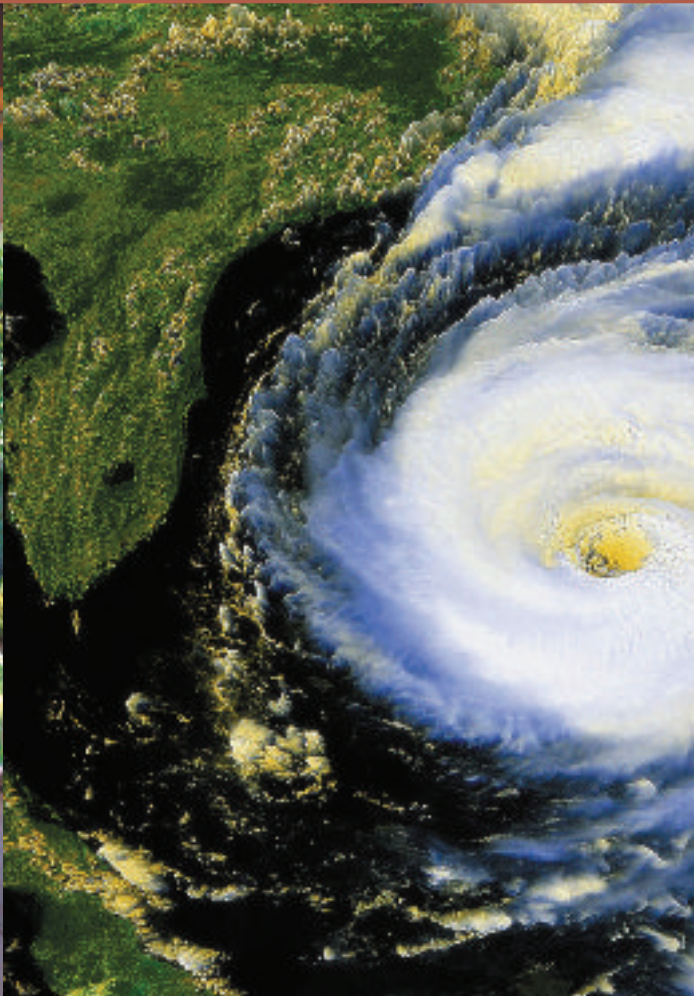


DIVISION OF HISTORICAL RESOURCES • FLORIDA DEPARTMENT OF STATE
DIVISION OF EMERGENCY MANAGEMENT • FLORIDA DEPARTMENT OF COMMUNITY AFFAIRS
1000 FRIENDS OF FLORIDA

DISASTER PLANNING FOR FLORIDA'S HISTORIC RESOURCES

INCLUDING CASE STUDIES





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Division of Historical Resources

Florida Department of State

R.A. Gray Building

500 South Bronough Street

Tallahassee, FL 32399-0250

850.245.6333

www.flheritage.com



Division of Emergency Management

Florida Department of Community Affairs

2555 Shumard Oaks Boulevard

Tallahassee, FL 32399-2100

850.413.9900

www.floridadisaster.org



1000 Friends of Florida

P.O. Box 5948

Tallahassee, FL 32314-5948

850.222.6277

www.1000friendsofflorida.org

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

May 2006

TECHNICAL ADVISORY COMMITTEE

Miles Anderson

Division of Emergency Management,
Florida Department of Community Affairs

* David Baber

Sarasota County History Center

David Birchim

St. Augustine Historic Review Board

George Born

Historic Florida Keys Foundation, Inc.

* Matt Cronin

Palm Beach County Division of
Emergency Management

Kimberly Davis

Division of Emergency Management,
Florida Department of Community Affairs

Christopher Eck

Broward County Historic
Preservation Office

Hank Erikson

Division of Emergency Management,
Florida Department of Community Affairs

Gregg D. Feagans

Sarasota County Emergency
Management Office

David Ferro

Division of Historical Resources,
Florida Department of State

* Nancy Freeman

Nassau County Emergency
Management Office

Authur Gaines

Division of Emergency Management,
Florida Department of Community Affairs

Larry Gispert

Hillsborough County Emergency
Management Office

* Anita Grove

Apalachicola Bay Chamber of Commerce

Science Kilner

U.S. Federal Emergency Management
Agency, Region 4

Walter Marder

Division of Historical Resources, Florida
Department of State

Wendy Shay

City of Delray Beach Planning Department

Phillip Worley

Division of Emergency Management,
Florida Department of Community Affairs

STAFF

Alex Magee

1000 Friends of Florida

Dan Pennington

1000 Friends of Florida

Vivian Young, Editor

1000 Friends of Florida

DESIGN

Dee Dee Celander and

Creative Endeavors

* Case Study Contacts

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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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.

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

HISTORIC PRESERVATION AND EMERGENCY MANAGEMENT: AN OVERVIEW

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 profes-

sionals. 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 PRESERVATION AND EMERGENCY MANAGEMENT: AN OVERVIEW

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



OBJECT–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 STANIYARD



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.

It is very important to understand how the response and recovery process actually works in your community.

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

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.

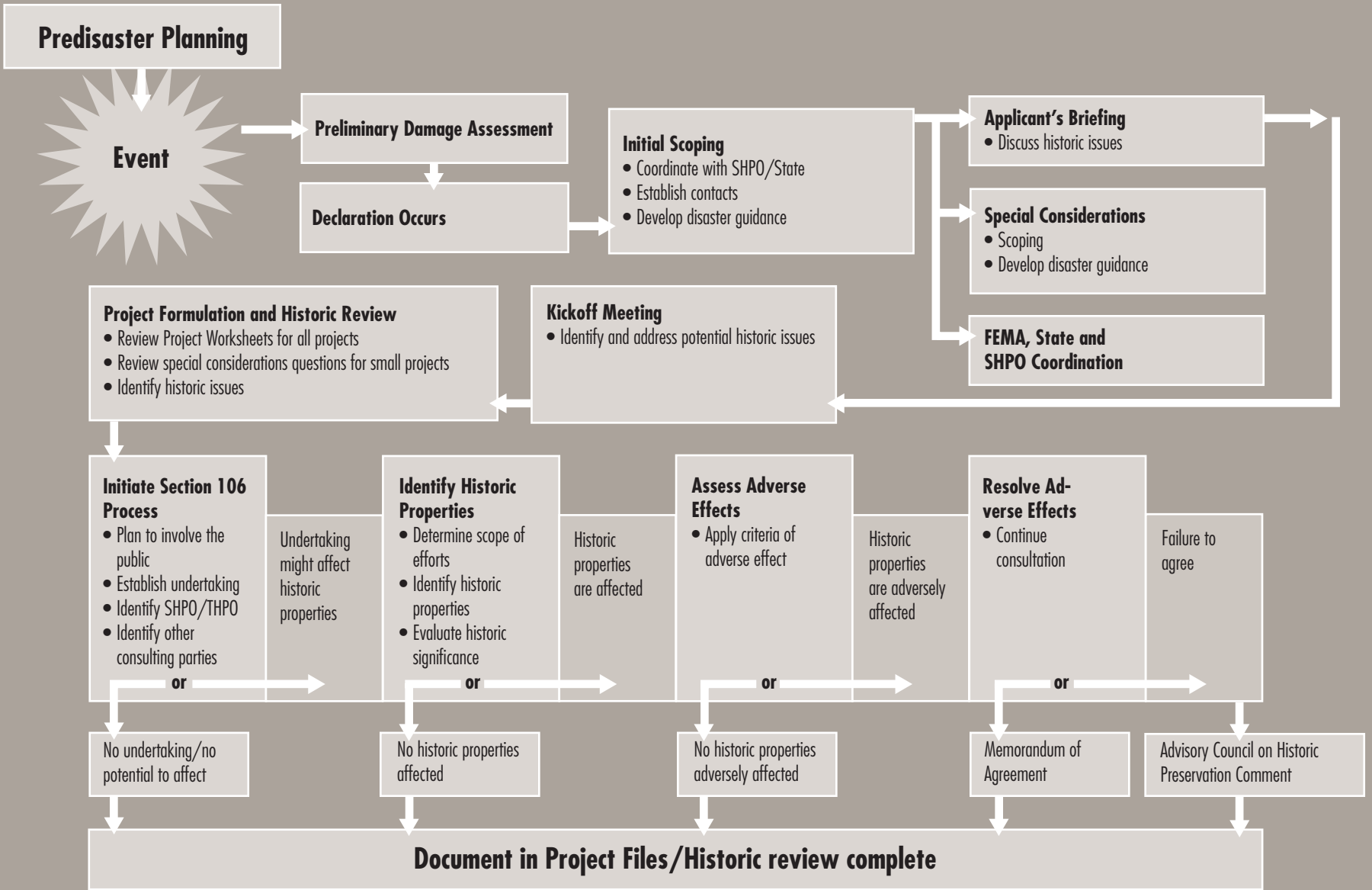
A Programmatic Agreement among FEMA, Florida’s State Historic Preservation Office, the Florida Department of Community Affairs, and the Advisory Council on Historic Preservation outlines how the Section 106 review process is conducted in Florida. Copies are available from the SHPO or Office of Emergency 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 www.cr.nps.gov/hps/tps/e-rehab/index.htm.



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-

HISTORIC PRESERVATION AND EMERGENCY MANAGEMENT: AN OVERVIEW

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.



The Terragonna Arch in Daytona Beach was relocated as mitigation for widening of a U.S. highway.

FLORIDA DEPARTMENT OF STATE

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. Another useful document, *How-To-Guide #6, Integrating Historic Property and Cultural Resource Considerations into Hazard Mitigation Planning*, is available at www.fema.gov/fima/howto6.shtm.

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.

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. Look for ways to link existing processes and procedures, rather than creating entirely new ones.

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 2006, about forty-five 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 www.flheritage.com/preservation/sitefile/.



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 Miami Beach's Art Deco National Register Historic District. VIVIAN YOUNG

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/website/historicweb/indexltg.htm. 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.

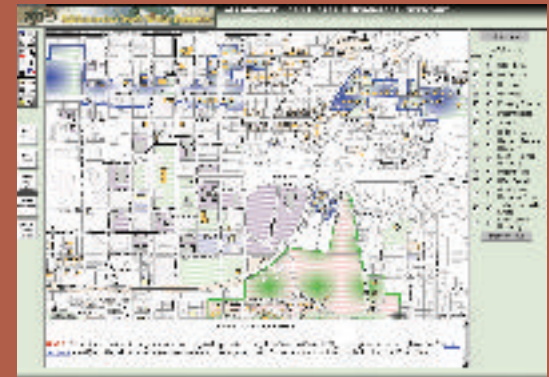
Here are some tips when undertaking a project of this sort:

- 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 permits, 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 about this award-winning effort, 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.

ENHANCING THE LOCAL HISTORIC PRESERVATION PROCESS

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 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).

ENHANCING THE LOCAL HISTORIC PRESERVATION PROCESS

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.

- **Florida Archaeological Council** – A membership organization for professional archaeologists practicing in Florida, the Council can be reached at www.flarchcouncil.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.
- **Florida Anthropological Society** – This membership organization of amateur and professional archaeologists has chapters across the state, and can be reached at www.fasweb.org/.
- **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.
- **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 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.



CASE STUDY

Historic Resource Disaster Assessment in Arcadia

When Hurricane Charlie spared Sarasota County from major damage in 2004, Sarasota County History Center staff focused on Arcadia in neighboring DeSoto County. Hearing of the devastation in this rural county seat, History Center General Manager David Baber tried to contact city officials to offer assistance. Unable to reach anyone and realizing that time was of the essence, Mr. Baber organized a damage assessment effort focusing on Arcadia’s historic buildings.

History Center staff formed two assessment teams. Each team carried road maps, a digital camera with plenty of extra batteries, extra storage disks, assessment forms, food, water and other necessary items. One team covered the east/west roads while the other focused on the north/south roads. The teams used Sarasota County vehicles and carried county identification with them. Team members were careful to conduct their assessment from the public right of way, and took digital photographs of each surveyed structure.

Using DeSoto County’s Florida Master Site File list as a starting point, historically significant structures were identified as having severe, moderate, or no damage. The teams completed a visual assessment of 480 structures over a two-day period. Approximately half of these structures were included in the Florida Master Site File. The balance included other structures identified as having the potential for inclusion, reinforcing the importance of having historic preservation expertise on assessment teams.

Still unable to contact city officials after completing its survey, the History Center sent the damage assessment report to the SHPO office in Tallahassee. Ironically, Arcadia’s historic preservation society contacted the History Center a few weeks later to ask for help with a damage assessment, and was pleased to learn that it had already been done. The City of Arcadia later included the damage assessment in a successful grant request to the Florida Department of State to conduct an updated and comprehensive survey of the community’s historic resources.

FIELD ASSESSMENT FORM

Site ID _____ Site Name _____
 City _____ Year Built _____
 Style _____ Structural System _____
 Exterior Fabrication _____ Roof Type _____
 Use _____ Street _____
 Stories _____ Photo Number _____
 Notes _____

ROOF DAMAGE (circle damage level):

- 0 Good/No Visible damage
- 1 Minor shingle/fin gone sheeting intact
- 2 Minor damage up to 25%
- 3 Major 25-50%
- 4 Critical 50-75%
- 5 Critical 75-100%
- 6 Gone/Destroyed

WALL DAMAGE (circle damage level):

- A No damage visible
- B Minor Siding/ Element Damage
- C Up to 25% on one wall or 25% cumulative multi walls
- D Up to 25% on each wall
- E Up to 50% on 1 wall
- F Over 50% on multi walls
- G Destroyed

CAUSE (circle all that apply):

- I Tree
- II Wind
- III Water
- IV Tornado
- V Fire

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. Work with local regulatory historic preservation organizations to ensure they understand the link between preservation and emergency management.

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.

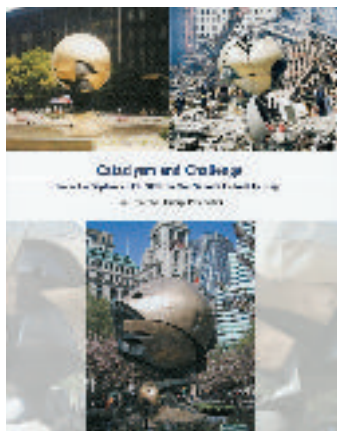
Steps to Take:

- 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.

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 Before and After Disasters: Federal Funding for Cultural Institutions*, (2005), and *Cataclysm and Challenge: Impact of September 11, 2001, on Our Nation's Cultural Heritage*, (2002), both available at 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/archaeology/education/culturalmgmt/.

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) 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) 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 plan:

Archaeological Stabilization Guide: Case Studies in Protecting Archaeological Sites (Florida Department of State, 2000, www.flheritage.com/archaeology/education/culturalmgmt/stabilization.cfm) 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) overviews stabilization and protection techniques.

California Preservation Program (calpreservation.org) 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) can assist with mitigation planning and insurance issues.

Federal Emergency Management Agency's Historic Preservation and Cultural Resources Program (www.fema.gov/chp) 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 hpd.dnr.state.ga.us contains links to publications related to flood recovery.

Heritage Emergency National Task Force at www.heritagepreservation.org has a series of useful publications, including the Emergency Response and

Salvage Wheel, *Resources for Recovery Before and After Disasters: Federal Funding for Cultural Institutions (2005)* 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 an 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, www.preservationbooks.org) 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) 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.

San Diego/Imperial County Libraries Disaster Response Network (SILDRN), at orpheus.ucsd.edu.sildrn.index.html, offers practical information on planning and recovery for libraries and collections.

Treatment of Flood-Damaged Older and Historic Buildings (National Trust for Historic Preservation's Information Series, www.preservationbooks.org) identifies ways to deal with foundation erosion, wood rot, saturated insulation, damage to interior finishes, and other recovery concerns.

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.



INTEGRATING HISTORIC PRESERVATION INTO LOCAL EMERGENCY MANAGEMENT

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 103 can provide guidance.

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

FLORIDA PHOTOGRAPHIC COLLECTION



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

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 2004, federal mitigation funds for Florida are tied to participation in a federally approved Local Mitigation Strategy, and more federal dollars were made available for pre-disaster mitigation. In response, all Florida jurisdictions have received federal approval of their LMS. 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 has developed several resources to assist with pre- and post-disaster planning and mitigation:

Protecting Florida's Communities: Land Use Planning Strategies and Best Development Practices for Minimizing Vulnerability to Flooding and Coastal Storms. This draft guide provides information on planning policies and strategies that can be implemented before and after disaster events to further reduce community vulnerability to coastal storms and related flooding. It is available online at www.dca.state.fl.us/fdep/dcp/publications or call 850.922.1815.

Wildlife Mitigation in Florida: Land Use Planning Strategies and Best Development Practices. This guide examines the role of planning in community wildfire mitigation efforts and includes planning strategies and information about the regulatory framework. It is available online at www.dca.state.fl.us/fdep/dcp/publication/ or call 850.922.1815.

Integration of the Local Mitigation Strategy into the Local Comprehensive Plan. This web page (www.dca.state.fl.us/fdep/dcp/hazardmitigation) provides a variety of resources and links designed to help communities integrate hazard mitigation into the local comprehensive plan.

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)

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 funds in the aftermath of a Presidentially declared disaster. They can be used to develop and update Local 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



INTEGRATING HISTORIC PRESERVATION INTO LOCAL EMERGENCY MANAGEMENT

recovery grants through this program. State and local governments can receive these funds, and can be used as the local match for FEMA grants. 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 Florida Resource Directory at redi.myflorida.com/ 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

Documentation Requirements

When SHPO approval is required for proposed wind/storm protection installations, it is important to make sure that your documentation is clear and complete.

Federal or State Involvement. Provide name of funding program. Example: *FEMA Hazard Mitigation*

Project Name/Address. Provide the name and address for the building(s).

Location Map(s). Provide a city/street location map. Provide a printout of the location from the County Property Appraisers web site or a USGS Quadrangle map with the site identified.

Photographs. Provide photographs of each building elevation. In addition, provide photographs of specific elements of the building(s) to be affected by the project (windows for shutters or window replacements, doors, architectural features).

Description of Project Area. Provide photographs of neighboring properties, buildings and streetscapes.

Building Information. Provide the following information:

- Indicate building construction date (recorded or estimated).
- Is the building listed in the *National Register of Historic Places* (individually or in a historic district)?
- Is the building locally designated as a historic property?

Record Search. Check the Florida Master Site File (FMSF) at 850-245-6440 to determine if the building has been recorded and indicate results. (Provide the FMSF Number if the building has been recorded).

Project Description. Provide a detailed written description of the proposed project and all related activities, including any proposed demolition and new construction that will be carried out in conjunction with the project.

- Types of wind/storm protection systems considered.
- Type of wind/storm protection system selected and reason for selection.
- Product information brochure.
- Photographs of the openings to be protected.
- Proposed installation details (plan, section, elevation drawings) **specific to the building under review.**
- Project-specific specifications for selected product (finish color, modifications, etc.).

Contact Information. Name of applicant, designated contact, return address, and phone number.

For further information, contact the Review and Compliance Section at 850-245-6333 or Suncom 205-6333 or visit <http://www.flheritage.com/preservation/compliance/review>.



After Hurricane Andrew, the Cape Florida Lighthouse (shown with Hurricane Andrew damage at left, and after restoration, at right) 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 may 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.

4

COMMUNITY CASE STUDIES

Florida was ravaged by a series of natural disasters in 2004 and 2005. During that period, seven hurricanes hit the state. Florida lost a number of significant historic resources, and learned some valuable lessons about disaster planning along the way. Experts predict that we have entered a period of increased tropical activity, meaning that hurricanes may be much more common over the next decade or two. Of course, hurricanes are not the only types of disasters that strike, but they certainly have the ability to impact numerous communities across the state in a short period of time.



APALACHICOLA BAY CHAMBER OF COMMERCE



VIVIAN YOUNG



VIVIAN YOUNG



DIMENSIONS PHOTOGRAPHY

Ironically, prior to the start of the 2004 hurricane season, the Florida Department of State, Florida Department of Community Affairs and 1000 Friends of Florida launched a project to work with several communities to begin implementing the provisions in the award-winning manual, *Disaster Planning for Florida's Historic Resources*. Building upon the concepts outlined in this manual, four pilot communities in Florida participated in an eighteen-month project to show how differing communities could implement pre- and post-disaster planning for historic and cultural resources. Nassau, Palm Beach and Sarasota counties and the City of Apalachicola joined in this demonstration effort. Their activities, accomplishments, and lessons learned are included in the case studies on the following pages.

These communities vary in size and location, from smaller maritime communities in the Panhandle and Northeast Florida, to major metropolitan areas in Southeast and Southwest Florida. They also reflect diversity in who took the lead. In Apalachicola and Sarasota County, historic preservationists were instrumental in their community's involvement, while emergency management agencies brought Nassau and Palm Beach counties into the project.

Historic preservation and emergency management leaders joined forces in each community to create a local committee. Working over several months, these committees focused on two major tasks. The first was to develop an initial risk assessment in order to better understand the vulnerabilities of existing historic resources to various hazards. The second was to develop an action plan, identifying both

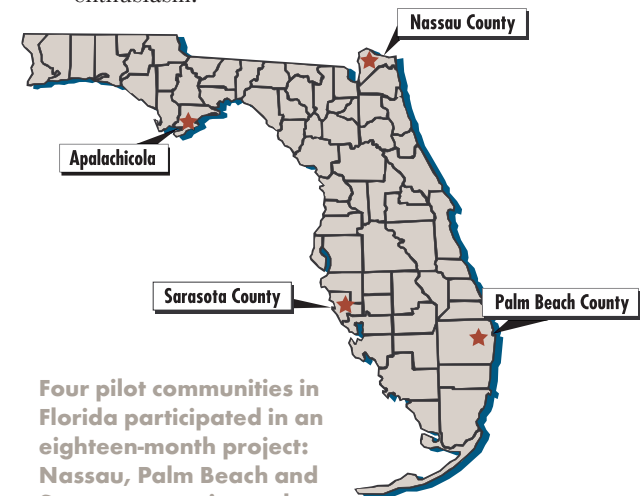
short- and long-term steps to better integrate historic preservation and emergency management planning within each community.

In each of the following case studies, a table lists the major recommendations for integration of historic preservation and emergency management planning identified in the main body of this manual, accompanied by the steps each community developed to implement those recommendations at the local level. While the case studies focus on the individual communities, the pilot project as a whole also provided some valuable lessons for others seeking to develop a process to better protect historic resources from the effects of various types of disasters:

- **First, have a project manager who is an advocate for the issue and has the time to focus on it.** This type of long-term planning effort requires a great deal of follow through, both in terms of developing the action plan and implementing it.
- **Second, institutionalize your goals and action steps wherever possible.** Working to integrate your action plan into existing planning processes and procedures, including the local comprehensive plan, Local Mitigation Strategy and the Comprehensive Emergency Management Plan, provides legitimacy to the effort and also helps sustain implementation in the face of staff turnover.
- **Third, constantly push for implementation of the action plan.** The system will not change if the plan just sits on the shelf.
- **Fourth, recognize that when emergency management expertise is involved, much**

of the work needs to take place outside of hurricane season. Emergency management staff shifts from a planning and mitigation mode outside of the season to a response and recovery mode as storms threaten the state. Understand that there may be gaps in participation, and that things might take longer to accomplish than anticipated.

- **Finally, every six months check off completed steps in the action plan with the local committee.** Change will not happen overnight. It can take months to develop the risk assessment process and action plan, and its implementation could take several years. In one pilot community, enthusiasm flagged when participants felt they had not accomplished much. But when they sat down and compiled a list of what they had done, the group was infused with renewed enthusiasm.



Four pilot communities in Florida participated in an eighteen-month project: Nassau, Palm Beach and Sarasota counties and the City of Apalachicola.

Apalachicola

With a population of 2,300 residents, the historic city of Apalachicola sits at the mouth of the Apalachicola River in northwest Florida. Incorporated in 1831, Apalachicola was one of the state's most important ports throughout the nineteenth and early twentieth centuries. Initially a major trading center serving the region's fertile cotton plantations, the city later evolved into a lumber producing and seafood processing center.



Most of Apalachicola's downtown is listed in the National Register of Historic Places.

APALACHICOLA BAY CHAMBER OF COMMERCE

Community Overview

While the seafood industry historically served as an economic mainstay in Apalachicola, tourism is rapidly emerging as a dominant factor in the community's economy. Visitors enjoy the city's distinctive historic resources, restaurants and shops, as well as the natural amenities of the Apalachicola River and Bay.

Historic Resources

This small coastal community retains strong ties to its past. More than 200 buildings are included in the historic district listed in the National Register of Historic Places. Among them are antebellum and turn-of-the-century homes as well as commercial, industrial and civic buildings. A number of these historic structures are clustered in the Riverfront Commercial District, which stretches between Water and Market Streets in the heart of the city's downtown. This area includes numerous publicly owned and privately owned historic buildings. Together these structures provide a unique historical backdrop, underpinning the local efforts to draw tourism and economic development to the community.

Preservation Planning

Due to its small size, the city does not have a local planner or historic preservation planner on staff. The

Community Statistics

Pilot Community:	Apalachicola
Location:	Franklin County, Northwest Florida
Current Population:	2,400 people
Resources Listed in National Register:	1 historic district, 3 buildings, 1 structure, 1 archeological site
Local Preservation Staff:	No
Pilot Project Lead:	Local Historic Preservation Interests
Community Contact:	Anita Grove, Apalachicola Bay Chamber of Commerce 850.653.9419

Planning and Zoning Commission acts as the historic preservation review board to evaluate and approve demolition, alterations and additions to locally designated historic resources. Apalachicola's local comprehensive plan includes a historic preservation element. However, its goals and policies do not address vulnerability or hazard mitigation issues related to the community's historic resources. Additionally, the element does not contain links to the Franklin County Local Mitigation Strategy (LMS) or the Comprehensive Emergency Management Plan.

Two local groups actively promote historic preservation and related issues in the community. The Apalachicola Bay Chamber of Commerce plays a lead role because the historic district is central to the community's tourism and economic development efforts; additionally, the current executive director has an extensive background in historic preservation. The second group is the Apalachicola Area Historical Society which,

among other things, manages the city-owned Raney House, built in 1836.

Emergency Management Planning

The Franklin County Emergency Management Office takes the lead in emergency management planning and response for the entire county, which has a population of approximately 11,000 residents. When this pilot project started, the LMS had just been amended to meet new federal requirements. The county had contracted with the Apalachee Regional Planning Council to assist with the completion of this update. While Apalachicola had been given a seat on the LMS committee, it was not an active participant.

Pilot Project Activities

Because heritage tourism plays such an important role in Apalachicola's economy, historic preservationists, the business community and local government leaders joined forces to participate in the pilot project.

Pilot Project Committee

With help from the Chamber of Commerce Executive Director, a local committee was established to undertake two major tasks related to the pilot project: conduct an initial risk assessment of the historic resources in Apalachicola; and develop an integrated action plan for better coordinating historic preservation and emergency planning. Apalachicola's committee included a good cross-section of preservation and emergency management interests, including the City Administrator, the Executive Director of the Chamber of Commerce, the President of the Apalachicola Area Historical Society, the Franklin County Planning Director (and former mayor of Apalachicola), and the County Emergency Management Director. The Apalachee Regional Planning Council's emergency management planner also participated due to the regional planning council's role in updating the LMS.

The committee generally met monthly from late fall 2004 through early summer 2005. They first analyzed and identified the existing connections (or lack



Apalachicola has numerous architecturally significant resources.

VIVIAN YOUNG

thereof) between preservation and disaster planning for the City. The following challenges and needs were identified:

- The local inventory of historic structures was scattered and not in one central location.
- Contributing structures in the historic district had not been identified or inventoried.
- There was no existing process or procedure to incorporate historic preservation considerations in the disaster response or recovery plans.
- There was no assessment of mitigation needs of individual buildings or resources (either public or private).
- Generally, no emergency plans existed for publicly or privately owned historic buildings.
- No formal process existed to coordinate damage

assessment between the county's Department of Emergency Management, city officials and local preservation interests.

- The Apalachicola Area Historical Society needed to be better integrated into the disaster preparedness process.
- Information and training regarding disaster preparedness was needed for private and public property managers, with so many historic structures in private hands.
- As most of the City could be considered historic, areas of focus needed to be prioritized.
- The LMS did not address historic preservation needs.
- County emergency management activities tended to focus on short-term preparedness and recovery actions and less on long-term items.

Despite this daunting list of needs, the committee also identified strengths that could help them address these challenges:

- There was a strong local recognition of the connection between historic resources and the economic health of Apalachicola.
- The active historical society included members from both the public and private sectors.
- The riverfront area (which includes the heart of the historic district) was already subject to special planning focus through the Waterfronts Florida Program.
- There was a good working relationship between the city and county.
- Apalachicola was a small community in a rural setting; because people knew each other, things could get done more quickly.



Heritage tourism is critical to Apalachicola's economic vitality.
APALACHICOLA BAY CHAMBER OF COMMERCE

Apalachicola's committee included a good cross-section of preservation and emergency management interests, including the City Administrator, the Executive Director of the Chamber of Commerce, the President of the Apalachicola Area Historical Society, the Franklin County Planning Director (and former mayor of Apalachicola), and the County Emergency Management Director.

Risk Assessment

To understand the hazards that could impact Apalachicola's historic resources, the committee next conducted a risk assessment to help develop appropriate mitigation priorities. First, the committee reviewed the Franklin County LMS, which identified the hazards threatening the jurisdictions of Apalachicola, Carrabelle, and unincorporated Franklin County, and estimated the relative risks posed to the community by those hazards. The committee next identified those risks that would have the greatest impact on historic structures and other resources. It identified the following hazards for further review:

- Storm Surge
- Flooding
- High winds
- Urban fire
- Economic crisis
- Lightning

Using Florida Master Site File data and existing regional GIS layers, the Apalachee Regional Planning Council prepared several maps for the committee's use. This council developed a base map depicting the location of Apalachicola's Florida Master Site File properties. It then developed separate layers depicting flood zone information, storm surge zones, and fire potential. Wind threats were not mapped as the existing data available through the MEMPHIS program indicated that all locations in Apalachicola experienced the same level of vulnerability. The same assumption was made for lightning. Economic crisis as a hazard did not lend itself to mapping. Upon reviewing these



Apalachicola's historic resources are vulnerable to a number of hazards.

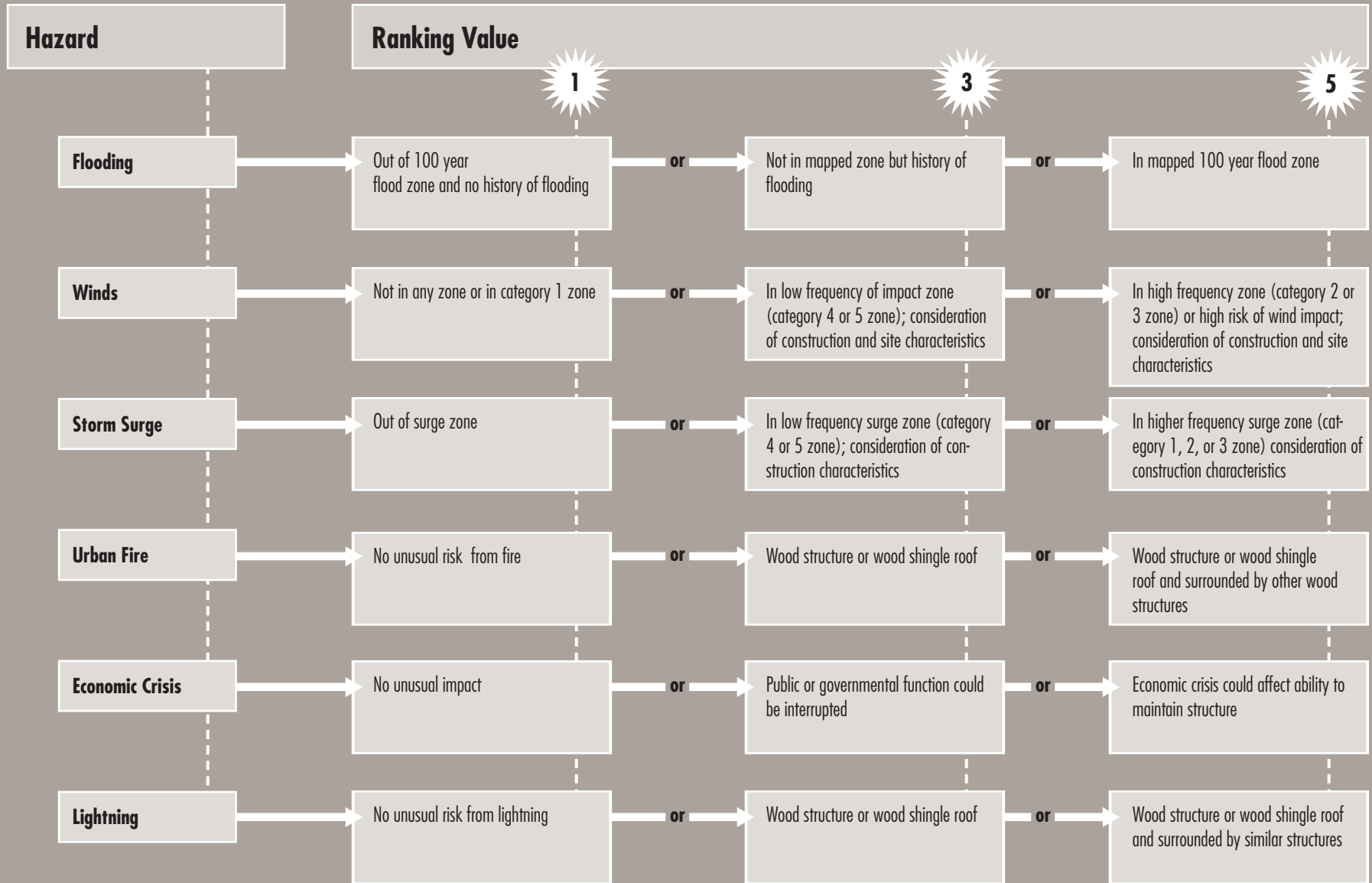
APALACHICOLA BAY CHAMBER OF COMMERCE

maps, the committee was concerned that specific local conditions, particularly related to storm surge, were not entirely reflected on the maps. They augmented this information with FEMA Flood Insurance maps and personal knowledge of the area.

Because of the number of historic resources in the city, the committee decided to focus its initial efforts on publicly owned or utilized resources within the downtown area. The committee agreed to expand the

list as time permitted. Next, the committee developed ranking criteria and an Excel matrix to assess the relative risk of the six hazards of concern to each identified historic resource. A total of eighteen structures, including City Hall, the Raney House and the Conter House, were evaluated. The process took about four hours. A total risk score was calculated, which allowed the various historic resources to be ranked relative to the overall group.

Apalachicola's Risk Assessment Ranking Criteria



The committee began developing an action plan to integrate historic preservation concerns, particularly related to the downtown business district, into emergency management planning. Because it believed local historic resources were most vulnerable to wind, storm surge and flooding, the committee focused on these risks.



The action plan included a procedure to alert property owners to begin storm protection preparations. FLORIDA DEPARTMENT OF STATE

The committee used the results of this assessment to identify potential projects to incorporate into the Franklin County Local Mitigation Strategy, and to prioritize them for potential funding, if available. In addition, it also considered the technical feasibility of individual mitigation projects (i.e., cost, actual implementation feasibility, importance of historic resource in the community). As a result of the assessment, the committee decided to pursue installation of shutters on the Raney House. Hazard Mitigation Grant Program (HMGP) funding was available in the form of reimbursement due to damage from the storms of 2004. Through county commission action, this project was added to the list of projects in the Local Mitigation Strategy, making it eligible for HMGP funding.

Action Plan

After completing the risk assessment, the committee

began developing an action plan to integrate historic preservation concerns, particularly related to the downtown business district, into emergency management planning. The table on page 68 links the identified action steps back to the major concepts discussed in the first part of this manual. Because it believed local historic resources were most vulnerable to wind, storm surge and flooding, the committee focused on these risks.

Using the identified challenges and needs previously described, the committee formulated a series of short- and long-term goals. Short-term goals included actions that could be reasonably achieved before or during the 2005 hurricane season. This was an important concern, because the committee clearly wanted to be better prepared for the 2005 season than it was for the 2004 season, when two named storms impacted Apalachicola through wind and tidal surge. Long-term goals included actions that would take additional time or resources to complete.

Given the limited staff and heavy reliance on volunteers in Apalachicola, the committee focused on identifying actions that could actually be accomplished and not overwhelm the group. Committee members developed a rudimentary preparedness plan for the city-owned Raney House.

Other short term goals revolved around education for residents and business owners housed in historic structures. The plan included a procedure to alert property owners to begin storm protection preparations. It identified the historic Armory as the rallying point for post-disaster volunteers. In addition, the Emergency Management Director agreed to provide

space for a Historic District/Business Recovery Center desk in the Emergency Operations Center or in the Armory. The Chamber of Commerce agreed to man the desk to provide a central location to coordinate recovery issues in the City's historic business district. The local Association of Realtors was asked to participate in response efforts in the historic business district and agreed to work to identify an appropriate role for their members. Policy language to protect historic resources within Franklin County was incorporated into the LMS, which is key to allowing consideration

of mitigation projects for historic resources through the LMS process in the future.

Long-term goals were divided into two categories: planning and preparedness, and mitigation. Planning and preparedness actions included steps to better organize and protect both public and private historical and archival records. In addition to working towards getting the filing cabinets, boxes, and other materials necessary to store and organize records, it was agreed to begin holding a series of specific open house work days in the fall of 2005, so people could

bring their historical pictures and other records to be scanned. The committee also identified a goal to work with the other pilot communities to develop an education program focusing on disaster preparedness and mitigation. Mitigation goals focused on identifying additional funding to shutter other historic structures in the City, as well as supporting the creation of a dedicated allocation of HMGP funds for the historic district (both to assist historic resource protection and business recovery in the historic district.)



Steps in the Apalachicola Action Plan included seeking funding to put hurricane shutters on the Ramsey House (left) and using the Armory (right) as a recovery center after a disaster. 1000 FRIENDS OF FLORIDA

City of Apalachicola Action Plan

ISSUE	ACTION PLAN
Create and maintain an inventory of historic resources.	<ul style="list-style-type: none"> • Create a digital photographic inventory of priority structures as defined in the Historic Resources Risk Assessment. (2005) ✓ • Update the inventory of existing contents of the Raney House. (2005) • Work with the historical society, Chamber of Commerce and private citizens to scan local records and pictures; set up specific open house work days when people can bring their historical pictures and records to be scanned. (continuous, starting in 2005) • Approach the FSU School of Library Science or History Department about an intern project to help organize historical files. (2006) • Obtain appropriate storage containers for archival material (file cabinets, map cabinet etc.) (2006)
Establish a network of historic expertise.	No Local Actions Identified
Develop emergency preservation review procedures.	No Local Actions Identified
Develop site-specific emergency response plans.	<p>Using the Raney House as a model, identify various steps and responsible parties including:</p> <ul style="list-style-type: none"> • Protect existing Historical Society records by putting in temporary plastic containers. (2005) ✓ • Trim trees/remove dead trees/pickup debris around Raney House and the City Cemetery. (2005) ✓ • Obtain visqueen, duct tape, scissors and store at the Raney House. (2005) ✓ • 72 hours before storm, prepare Raney House: shut shutters; move outside furniture inside; remove hanging items including signs; roll rug in plastic and close with duct tape. (2005) ✓
Integrate historic preservation training, expertise and assistance into local response and recovery process.	<ul style="list-style-type: none"> • Hold a joint Chamber/County EMO community meeting to hand out preparedness information, targeting priority buildings, churches, historic district. (2005) • Approach local Realtors about volunteering with recovery activities in the Historic District after a storm. (2005) ✓ • Create a Historic District/Business Recovery Center desk in the EOC or in the Armory. (2005) ✓ • Hold a joint Chamber/County EMO Merchant’s Association meeting to discuss hurricane preparedness. (2006) • Have a historic preservation representative participate in Emergency Service Function training exercise. (2006) • Hold joint Chamber/County EMO “Disaster Preparedness for Businesses” course. (2006) • Develop a recurring Disaster Preparedness/Mitigation Education program in conjunction with the other pilot communities. (2006) ✓
Analyze debris disposal, staging areas and temporary housing sites as part of pre-disaster planning.	No Local Actions Identified
Integrate preservation into the Local Mitigation Strategy.	<ul style="list-style-type: none"> • Continue to look for grants to shutter other historic structures in Apalachicola’s historic district. (continuous) • Add goal to protect “scenic, historical and recreational community resources” in the LMS. (2005) ✓ • Add shutter project for the Raney House into the LMS project list. (2005) ✓
Improve ability of historic resources to withstand impacts from a disaster.	<ul style="list-style-type: none"> • In the LMS, identify a shutter project for one of the most-at-risk structures within the City. (2005) ✓ • Work with the County to renovate the historic armory. (2007)
Explore funding sources for preservation-related mitigation.	<ul style="list-style-type: none"> • Support the dedicated allocation of Hazard Mitigation Grant funds for the historic district. (2006) • Work with Franklin County to utilize disaster funds from the 2004 hurricane season for historic building shutter project. (2006) ✓

✓ Means that the activity was completed during the pilot project.

Lessons Learned

The action plan should include simple steps that can help in both mitigation and response efforts.



Hurricane Dennis left much of Apalachicola's historic downtown under water. ED TILLEY

Mitigation options do not always have to be major projects.

When doing a risk assessment for an individual structure, do not ignore the simple fixes. The Raney House is one of the oldest houses in Apalachicola. As part of pre-hurricane season preparations, a dead tree was removed from the property to avoid potential wind damage. However, during Hurricane Dennis in 2005, the limbs of a healthy cherry laurel tree whipped across an electrical line leading to the kitchen wing. A few days after the storm, the wire broke. Fortunately, a local resident passed by the house and, smelling smoke, called the Fire Department. No major damage occurred; however, members of the committee realized they had overlooked calling for the installation of smoke or fire alarms when developing the preparation and response plan for the building. Funds are now

being sought to install smoke alarms. And needless to say, the cherry laurel has been removed!

Include steps in your action plan to solidify connections with volunteers and other local responders in advance of a disaster.

People seem to rally when a whole community is affected, but it is harder to find volunteers after the fact when only a portion of the community experiences damage. When Apalachicola experienced flooding from Hurricane Dennis, only portions of the community were affected. Generally the flooding was confined to an area within a block and a half of the Apalachicola River. It was difficult to rally volunteers, as many residents just experienced a brief interruption in power, and did not appreciate the extent of damage some areas experienced.

Don't forget the back door!

In July of 2005, Hurricane Dennis moved through the Gulf of Mexico towards the Florida Panhandle. Apalachicola and other coastal communities watched and waited. When the storm had passed, most of the buildings within a block and a half of the Apalachicola River (including City Hall and the Chamber of Commerce building) were under water.

In preparation for Hurricane Dennis, sandbags had been placed along the front door of the 1920's Chamber of Commerce building and the windows were boarded up. Any potential flooding was expected to come down the street and enter from the front. In fact, the water rose up almost to the front window sills but did not go higher. Unfortunately, flood waters flowed around the building and came in the back door! No one had thought the water would enter from that side of the building. The plywood from the front windows had to be removed from the windows to let the water out of the building!

Nassau County

Tucked in the corner of northeast Florida, Nassau County lies just north of the greater Jacksonville area. Covering 652 square miles, the county's eastern boundary is flanked by Amelia Island with its thirteen miles of barrier island coastline. Fernandina Beach, Nassau County's largest city and one of the nation's oldest, played an important role in the evolution of Florida as a state, and spawned the modern shrimping industry.

The 50-block Fernandina Beach Historic District includes a mix of Italianate, Queen Anne and other Victorian buildings.

VIVIAN YOUNG



Community Overview

Despite increasing development on the county's mainland, the historic coastal communities continue to serve as the foundation for the local tourist economy. With much of its early development occurring on Amelia Island, Nassau County's historic resources are extremely vulnerable to damage from wind and water.

Historic Resources

Eight flags have flown over parts of Nassau County; this rich cultural heritage is reflected in the county's numerous historical resources. The largest concentration is found in the city of Fernandina Beach. Here the 50-block Fernandina Beach Historic District, with Italianate, Queen Anne and other Victorian buildings, is listed in the National Register of Historic Places. Another listed district, the Old Town Historic District, encompasses the site of the original town from the Spanish and English Colonial periods.

National Register resources in unincorporated Nassau County include American Beach, a historic African American beachfront community lying at the southern end of Amelia Island. Two other well-known landmarks, the Amelia Island Lighthouse and Fort Clinch (a pre-Civil War fort), reflect this area's maritime and military history.

Preservation Planning

The Future Land Use Element of Fernandina Beach's comprehensive plan contains policies that focus on preserving and protecting designated historic structures. These address maintaining an inventory, providing technical assistance, and developing guidelines for the renovation and remodeling of structures in the historic district. The only reference to protection of historic resources relative to hazard mitigation is a policy which recognizes and incorporates the standards of the Federal National Flood Insurance Program for flood protection.

Fernandina Beach's designated historic districts are included as an overlay to the Future Land Use Map; these areas must be planned and managed to preserve each district's historic ambiance. Fernandina Beach also has a Historic District Council which

meets monthly and is staffed by a city planner. The Council reviews and approves improvements to historic structures within the Fernandina Beach and Old Town Historic Districts.

With respect to resources in unincorporated Nassau County, the county's Growth Management staff maintains an inventory of identified archeological resources and recently incorporated them into the local GIS layers. Nassau County's Future Land Use Element identifies policies directed to protecting historic resources, and the Coastal Management Element contains policies dealing with site plan review procedures, adaptive reuse and buffering of historic resources. There is no reference to hazard mitigation issues related to historic preservation. The county's Historic Advisory Council reviews changes to designated historic resources in unincorporated areas.

Community Statistics

Pilot Community:

Location:

Current Population:

Resources Listed in National Register:

Local Preservation Staff:

Pilot Project Lead:

Community Contact:

Nassau County

Northeast Florida

65,000 people

3 historic districts, 9 buildings, 1 structure

Nassau County and Fernandina Beach Planning Departments

County Emergency Management Office

Nancy Freeman, Director

Nassau County Emergency Management Office

904.548.4980

COMMUNITY CASE STUDIES

Emergency Management Planning

In this county of approximately 65,000 people, the Nassau County Emergency Management Office is responsible for developing and coordinating emergency preparedness, response, recovery and mitigation efforts. As in many parts of the state, there was no specific link between hazard mitigation and historic resources in the Local Mitigation Strategy (LMS) or Comprehensive Emergency Management Plan (CEMP).

However, unlike many communities, the Emergency Management Director had an extensive background in historic preservation and well understood the importance of these resources to the county's vitality and economy. This proved to be extremely valuable over the course of this pilot project, particularly with identifying potential links to disaster planning. More important, local historic preservation interests did not have to convince emergency management staff of the value of integrating the two disciplines.



The Emergency Management Director had an extensive background in historic preservation and well understood the importance of these resources to the county's vitality and economy.

Most of Fernandina Beach's housing stock is included in the historic district.

VIVIAN YOUNG

Pilot Project Activities

Because of past participation in state-wide efforts to improve the integration of historic preservation and disaster planning, the Emergency Management Director shepherded the pilot project effort in Nassau County.

Pilot Project Committee

The committee included public and private sector representatives from both historic preservation and emergency management interests. Emergency Management Office staff included the director, who served as the chair and liaison, and another staff member who was responsible for the LMS committee. Staff from Nassau County's Growth Management Department and the City of Fernandina Beach Planning Department served, as did the director of the Amelia Island History Museum. Representatives from the Northeast Florida Regional Planning Council, the Department of State's St. Augustine Regional Preservation Office, and Fort Clinch State Park brought state and regional perspectives to the committee.

The committee met monthly over several months to complete an initial assessment of the risks facing the local resources and identify a plan of action to better integrate resource protection and emergency management. Their first step was to have a candid discussion about the issues that faced them:

- Historic preservation interests needed a better understanding of the disaster preparedness, response and recovery process.
- Emergency operations interests needed to better understand the mitigation needs of historic resources.
- Historic preservation concerns needed to be incorporated into a response and recovery network (potentially including a historic preservation person actually in the Emergency Operations Center).
- Owners needed synthesized information or “cheat sheets” on steps to take to prepare for a disaster.
- The large size of Fernandina Beach's Historic District (50 blocks) posed challenges in terms of property owner education and disaster response.
- Nassau County needed a comprehensive inventory of historic resources.
- A combined city/county inventory of historic resources needed to be developed and maintained.
- Local historic preservation organizations needed to coordinate better with respect to the resources under their stewardship and the role private interests can play.
- With many historic resources in private hands, there was a need for strategies to involve private owners.
- The historic preservation link in the county's LMS and CEMP needed to be better defined and strengthened.
- A list of local expertise in preservation, restoration, architecture, and special needs experts needed to be developed.
- No historic preservation training for damage assessment teams was available.
- Response experience for the preparation and recovery of public buildings needed to be “translated” so it could be applied to private buildings.
- There was a need for on-going education forums and educational materials on this issue.
- At all levels of government, there were limited funding sources available for planning, retrofit and training related to disaster preparedness for public and private structures.

Despite this long list of needs, the committee also recognized that there were a number of strengths that could be drawn upon to help in their efforts:

- The Emergency Management Director had a historic preservation background and knowledge of related concepts.
- Nassau County was in the process of updating an inventory of local archeological sites for the GIS system.
- The county GIS was on line (but was only accessible to limited county offices).
- The GIS in Fernandina Beach and Nassau County were coordinated.
- The project timing was good, both in terms of local planning efforts and attention due to recent active hurricane seasons.
- There were existing connections between local preservation organizations and governmental agencies.
- There was an opportunity to add a historic preservation element to a table-top emergency management exercise planned for the spring of 2006.

Risk Assessment

As a first step toward evaluating the risks facing historic structures in the county, the committee discussed the various resources and an appropriate focus of the work effort. It defined historic resources to include buildings, structures, objects, media materials, archives and archeological sites. The consensus was that the following priority would be used:

1) Designated resources (National Register, locally

designated)

2) Structures included in a local inventory

3) Non-designated sites in the Florida Master Site File

4) Sites containing significant documents/collections

The committee next identified the hazards to be considered in the risk assessment. The Nassau County LMS included a risk assessment of a variety of hazards for the county as a whole. Using this assessment,

and the MEMPHIS on-line risk assessment tool for locations with listed historic resources, the committee reduced the countywide list of hazards of concern to the following five:

- Flooding
- Winds
- Hazardous materials
- Storm Surge
- Wildfire

The initial risk assessment effort focused on National Register resources. At first, the committee struggled over how to analyze multi-structure historic districts, particularly the 50-block area in Fernandina Beach. After deliberation, it decided to consider districts as a whole in relation to potential hazards, rather than looking at individual structures within the district. The committee created a ranking system to assign a comparative value to the hazard vulnerability, with one being low risk, three a moderate risk and five a high risk (see the Apalachicola criteria on page 65 for an example of a similar ranking system).

The committee then worked with the county GIS section to create a mapping layer of the listed historic resources. It also used existing county data to print a map series for storm surge and flooding. As wind vulnerability was assumed to be associated with hurricane events, it used the storm surge map to estimate wind risk. General knowledge of the county's vegetation was used to assess wildfire risk. Finally, it based hazardous material vulnerability on the proximity of the historic resource to a railroad line, transportation corridor or major storage facility.

Working as a group, the committee completed an



Mapping the location of historic resources is vital when conducting a risk assessment. 1000 FRIENDS OF FLORIDA



Because it was the only remaining tabby structure still in use in Fernandina Beach, the c.1885 Tabby House was highly ranked for its historic importance. FLORIDA DEPARTMENT OF STATE

Excel matrix of the risks for each listed structure. In the end, the range of total scores for vulnerability was small. Thus, the committee decided to also add a value for the historic importance or uniqueness of a particular structure. For example, the only remaining tabby structure still in use in Fernandina Beach, the c. 1885 Tabby House, was given a “five” for historic importance.

This initial risk assessment helped the committee

better understand the issues facing historic resources in Nassau County, and made the historic preservation interests more aware of the risks and needs of those resources. The historic resources layer for National Register sites was added to the GIS information available in the Emergency Operations Center during an emergency; it is anticipated that this layer will be expanded over time to include locally designated resources.

Action Plan

The committee identified the action plan as the heart of what it hoped to accomplish through this pilot project. Complete with short-term and long-term steps, the plan was intended to serve as a road map to better integrate historic preservation and emergency management activities within Nassau County.

The committee met several times to complete this effort. To blend more easily with emergency management planning, it followed the four phase structure of disaster planning: preparedness, response, recovery, and mitigation. Where feasible, the committee assigned a timeframe and an entity responsible for implementation of each action step. The action plan is shown on page 76.

Key short term activities included incorporating the existing historic resources inventory into the emergency management GIS data base, improving communications with historic preservation groups, and training historic preservationists on local response and recovery activities. The County’s CEMP was amended to acknowledge the need for assistance in the recovery process to identify and protect historic properties in the impact and damage assessment process. Within the Volunteer Resource Group (part of the county’s Community Organizations Active in Disasters planning project), it also incorporated a procedure to organize clean up and emergency repair teams for the historic districts. For the long term, the committee identified a number of actions, including expanding the existing inventory, developing model site-specific emergency plans, and developing additional training.

Nassau County Action Plan

ISSUE	ACTION PLAN
<p>Create and maintain an inventory of historic resources.</p>	<ul style="list-style-type: none"> • Remedy incompatibility between EOC and County GIS systems to allow better access to county system. (2005) ✓ • Incorporate National Register sites into existing county GIS layer for archeological sites. (2005) ✓ • Update the historic resource inventory (National Register, local designation) in the Nassau County Emergency Management GIS database. (continuous) ✓ • Obtain a list and location of all historic markers in Nassau County and share with Nassau County Emergency Management. (2006) • Add language into the CEMP which acknowledges the need for assistance in the recovery process to identify and protect historic properties. (2005) ✓ • Update the 1982 inventory of the Fernandina Beach Historic District. (2007) • Develop a photo inventory of historic district buildings and other priority structures in the County; transmit a copy to Nassau County Emergency Management and incorporate in the assessment team kits. (2007) • Complete the historic resources inventory of Nassau County. (2009)
<p>Establish a network of historic expertise.</p>	<ul style="list-style-type: none"> • Enhance coordination and communication between Nassau County Emergency Management and the City of Fernandina and its Historic District Council. (2006) • Continue to develop and maintain a network between historic preservation and emergency management interests. (continuous) • Pre-identify historic preservation technical experts from outside Nassau County who could assist if required. (2006) • Work with the Northeast Florida Preservation Advisory Board, to develop a network of preservation experts to utilize in disaster activities. (2006)
<p>Develop emergency preservation review procedures.</p>	<ul style="list-style-type: none"> • Develop procedures to expedite the historic preservation review process. (2006)
<p>Develop site-specific emergency response plans.</p>	<ul style="list-style-type: none"> • Develop site-specific emergency plan for the historic Courthouse. (2006) • Develop a recovery plan for the Amelia Island History Museum and its collections. (2006) • Using the museum recovery plan as a model, encourage the County, City, and West Nassau Historical Society to develop similar plans for their collections. (2007)
<p>Integrate historic preservation training, expertise and assistance into local response and recovery process.</p>	<ul style="list-style-type: none"> • Add historic preservation liaison contacts to Emergency Operations Center notification/activation list. (2005) ✓ • Distribute re-entry cards to historic preservation Emergency Operations Center liaisons and assessment team members. (2005) ✓ • Prepare a prototype Historical Damage Assessment Team Resource Kit for each jurisdiction; minimum contents shall include: batteries, flashlight, laminated grid maps, pens, clip boards, first aid kit, plastic covered photos of buildings; water, disposable cameras, spray to fix flat tires, space for digital camera and batteries and instructions. The kit shall be housed in a waterproof container. (2006) • Identify and train historic preservation liaisons for Emergency Operations Center activation. (2006) • Identify potential historic preservation post-storm assessment volunteers by jurisdiction and conduct damage assessment training. (2006) • Identify rally points and times for assessment teams. (2006) • Within the Volunteer Resource Group (Community Organizations Active in Disasters) planning project, develop a procedure to organize clean-up and emergency repair teams for historic districts. (2006)

Nassau County Action Plan

(Continued)

ISSUE	ACTION PLAN
Integrate historic preservation training, expertise and assistance into local response and recovery process.	<ul style="list-style-type: none"> • Maintain, and train as necessary, a Historic Preservation Damage Assessment Team. (2006) • Implement a tabletop exercise with a historic preservation element. (2006)
Analyze debris disposal, staging areas and temporary housing sites as part of pre-disaster planning.	<ul style="list-style-type: none"> • Review existing identified staging and debris storage sites for impacts on historic/archeological sites. (2005) ✓
Integrate preservation into the Local Mitigation Strategy.	<ul style="list-style-type: none"> • Incorporate historic preservation issues and initiative into the LMS planning process by establishing a Historic Preservation subcommittee. (2006)
Improve ability of historic resources to withstand impacts from a disaster.	<ul style="list-style-type: none"> • Develop a relocation plan for Amelia Island History Museum historical records and artifacts. (2006) • Develop and present a disaster preparedness education program and brochure for historic preservation organizations and property owners. (2006) • Develop information about acceptable mitigation options for historic resources that maintain historic integrity and meet required code requirements. (2008)
Explore funding sources for preservation-related mitigation.	No Local Actions Identified

✓ Means that the activity was completed during the pilot project.

Lessons Learned

Flexibility in approach and consistency in terminology is vital in creating an effective working committee.

Differing approaches may be required to secure the sustained participation of committee members.

Addressing historic preservation and emergency management takes time; it is important to sustain participation over the long term. This can be particularly important where local staffing is limited and priorities change frequently. In Nassau County, potential committee members were approached on an informal basis at the staff level. This sparked initial interest and enthusiasm, but over time, participation became more sporadic as local staff became caught up in their day-to-day responsibilities. For local government participation, consider asking the city and county commissions to direct staff to participate in the project. This may help staff make this project a higher ongoing priority. For private organizations, consider offering incentives, such as specialized training or mapping. Although not as effective as hoped, Nassau County even offered participants evacuation re-entry cards.



Make sure common terminology is being used around the table.

During discussions, make sure that everyone understands the terms and acronyms being used, and that there is a common definition of what those terms mean. For example, during one meeting there was reference to the recent completion of an “inventory.” Some committee members assumed that this referred to historic structures, but at a later date it became clear that it was an archeological survey. In some of the early meetings there was also some confusion because historic preservation interests did not understand emergency management acronyms such as “LMS,” “CEMP,” “CERT,” and others. So watch your words, and make sure people feel comfortable asking about something if they don’t understand!



Nassau County’s historic homes range from modest to high style.

DAVE FERRO

Perseverance is required!

Built in 1892, the historic Nassau County Courthouse is the second oldest functioning courthouse in Florida. In 2002, the Board of County Commissioners initiated the rehabilitation of this historic building, maintaining both its utility and historic integrity. This effort was a major undertaking. For example, paint samples were sent out for analysis so that original colors could be replicated, the front doors were restored rather than being replaced, and historic floors were exposed and refinished in light traffic areas.

Subsequent to this rehabilitation effort, it was recognized that the building did not have any protection from storm damage, and thus was vulnerable during a disaster. The Nassau County Emergency Management Office applied for Hazard Mitigation Grant Program (HMGP) funds to install window protection on the two-story structure. This experience offered some valuable lessons.

First, it takes time to identify an appropriate solution. It took Nassau County two months to examine various alternatives appropriate for a historic structure. Second, be prepared to consider a combination of solutions. In this particular case,

the courthouse had windows on two stories. While temporary shutters could be easily installed and removed on the first floor windows, the second story windows needed a protective treatment that could be permanently installed. Third, provide a clear description of the proposed improvements. If there is a difference of opinion regarding the acceptability of a proposed product or system, seek clarification to ensure that there are no misunderstandings regarding your proposal.

For example, when the grant application was completed, it was sent to the State Historic Preservation Office (SHPO) for approval under Section 106 Review. The initial response was that the proposed protective treatment was not appropriate and did not meet federal requirements.

Upon further discussion with the SHPO, it became clear that the original application had not adequately described the intended installation, and with clarification,

approval was received. Fourth, recognize that there are a number of entities that have to approve this type of project so allow plenty of time. In Nassau County, the local Historic District Council had to review and approve the project after SHPO approval. Don't be surprised if additional concerns or items emerge in the local discussion that will have to be addressed.



To protect it from storm damage, the historic Nassau County Courthouse was the subject of a Hazard Mitigation Grant application for window protection. NASSAU COUNTY

Palm Beach County

The largest of the four pilot communities, Palm Beach County lies on Florida's southeast coast. Bigger in land area than the state of Rhode Island, Palm Beach County is home to approximately 1.2 million people. Currently it includes thirty-seven municipalities, ranging from urban coastal communities dotting barrier islands and the Intracoastal Waterway, to small agricultural communities hugging the shores of Lake Okeechobee.



Palm Beach County is home to many significant landmarks including The Breakers in the Town of Palm Beach.

VIVIAN YOUNG

Community Overview

Palm Beach County's beaches, which stretch for 47 miles from Jupiter to Boca Raton, serve as a magnet for tourists and new residents alike.

Historic Resources

The coming of Henry Flagler's Florida East Coast Railway opened this part of Florida to development in the 1890s. Tourists and seasonal and permanent residents soon flocked to Palm Beach, Boca Raton, Delray Beach, Jupiter, Lake Park, West Palm Beach and other coastal communities, some of which were designed by the leading architects and planners of the time. Further inland, rural communities such as Belle

Glade, Okeechobee, and Pahokee developed when Everglades lands were drained for agriculture, exposing the "black gold" considered the richest farmland in America.

The county has 13 historic districts as well as close to 60 buildings, sites and structures listed in the National Register. These include historic districts as the Clematis Street Historic Commercial District and the Historic Old Town Commercial District, as well as prominent landmarks such as Henry Flagler's opulent



Palm Beach has many important planning and landscape features as well. VIVIAN YOUNG

c. 1902 estate, Whitehall (now home to the Flagler Museum), the 1926 Breakers Hotel, modeled after the Villa Medici in Rome, and the Jupiter Lighthouse which was first lit in 1860. More than 300 historic sites and districts are locally designated under municipal ordinances. West Palm Beach alone has fourteen designated historic districts amounting to more than 3200 properties. Four sites within unincorporated areas have been designated by Palm Beach County.

Preservation Planning

Those communities with significant historic resources generally have some level of historic preservation planning. The county Historic Resources Review Board and similar municipal review boards provide oversight related to resource designation, alterations, demolition, new construction, redevelopment and education. Some of the larger municipalities, such as West Palm Beach, have staff trained in historic preservation; smaller ones often rely on planning, community development or building permitting staff to oversee historic preservation issues.

Additionally, many local comprehensive plans incorporate goals and policies related to historic preservation, either in the Land Use Element or as an optional historic preservation element. As a rule, they do not address disaster preparedness needs of the resources. Consideration of issues such as risk vulnerability or mitigation needs of individual structures is not included. While there are also a variety of both public and private historic preservation organizations and groups, little coordination of their efforts has occurred in the past.

Community Statistics

Pilot Community:	Palm Beach County
Location:	Southeast Florida
Current Population:	1.2 million people
Resources Listed in National Register:	13 historic districts, 49 buildings, 5 structures, 2 archeological sites
Local Preservation Staff:	Yes, within individual local governments
Pilot Project Lead:	Palm Beach County Division of Emergency Management
Community Contact:	Matt Cronin Palm Beach County Division of Emergency Management 561.712.6320

COMMUNITY CASE STUDIES

Emergency Management Planning

The Palm Beach County Division of Emergency Management (DEM) is responsible for disaster planning and response. Palm Beach County takes a comprehensive “all hazards” approach to emergency management and municipal governments augment these effort.

As in most other communities, the Local Mitigation Strategy (LMS) and Comprehensive Emergency Management Plan (CEMP) for Palm Beach County do not specifically address the needs of local historic resources. However, in 2004, an initial step was taken to link historic preservation and emergency management. At that time, the county DEM compiled a countywide database of county and municipal resources listed in the National Register, complete with photographs and GIS maps. While it currently does not include GIS maps for all locally designated sites or districts, this GIS layer is available as part of the overall mapping data to responders in the Emergency Operations Center (EOC).



Palm Beach County has a number of residential historic districts.

VIVIAN YOUNG

Pilot Project Activities

Looking for a way to tailor the emergency management planning process to better reflect historic preservation needs, the county's Division of Emergency Management took a proactive role in initiating this pilot project.

Pilot Project Committee

Following up on contacts made while compiling the historic resources data layer, the county DEM invited a number of communities to send representatives to participate on a working committee. Recognizing that trying to coordinate and involve all 37 municipalities was unrealistic, the county DEM decided to focus on those jurisdictions with concentrations of historic resources that were listed in the National Register. Generally, these included mostly coastal communities

which also had a greater potential to be vulnerable to a variety of hazards.

Those who initially responded included preservation planners from Delray Beach, Lake Worth, and West Palm Beach, a preservation representative from Boca Raton, planners from the towns of Jupiter and Palm Beach, and representatives from the Community Development Department and the Historic Preservation Board of Lake Park. Palm Beach County planning department representatives involved with the local comprehensive plan and the county's Historic Resources Review Board also participated. The Department of State's Southeast Florida Regional Preservation Office was also invited to participate.

While staff turnovers in several communities limited participation, Lake Park, Jupiter and West Palm Beach remained active. With an initial focus on local government actions, the committee was subsequently expanded to include historic preservation organizations. These citizen groups were seen as both potential players in a better integrated system and a resource for community outreach.

The committee met periodically, beginning in the late fall of 2004. To create a common foundation for the effort, the committee initially identified perceived challenges:

- There was a need to focus on the relocation or protection of structure contents (e.g. records, slides, blueprints, furnishings, and artwork) as well as the structures themselves.
- Local inventories did not exist in every community.
- Some inventories were not yet connected to the local permitting process.



The county is known for its Mission and Mediterranean Revival structures. VIVIAN YOUNG

COMMUNITY CASE STUDIES

- There was a lack of information on acceptable mitigation technology for historic buildings.
- There was some grassroots opposition to historic preservation due to concerns about property rights.
- Local designation and National Register nomination were handled differently in some communities.
- As most resources were privately owned, there was a need to develop strategies to inform and assist private owners (i.e., pass-through money for mitigation on private homes).
- No network existed between county DEM and historic preservation interests in the county.
- No network existed between historic preservation interests throughout the county.
- Historic preservation was not addressed in the LMS.
- Local comprehensive plans did not address the emergency management for historic resources issue.
- There was no historic preservation presence in the county EOC or in local emergency management operations.
- Local staffing was limited; associations and volunteers would need to assist in implementation.
- There was a need to find a way to stockpile basic supplies such as tarps, plywood, etc.
- There was no listing of local trained experts, including archeologists, historic preservation professionals and others who could help with assessments, inventories, etc.

At the same time, the following strengths were also identified:

- The county DEM had mapped the National



The Town of Lake Park identified a series of action steps that could be implemented prior to the 2005 hurricane season. FLORIDA DEPARTMENT OF STATE

- Register sites, and had posted it on the agency's web site.
- Several communities had preservation ordinances and preservation planners already in place.
- There were active historic preservation organizations and neighborhood associations.
- The county DEM had already begun to focus on issue of historic resource protection.
- Due to the 2004 and 2005 hurricane seasons, awareness of need for emphasis on disaster preparedness has been heightened.
- The county DEM had good communication capacity for different events.

- This project could help move historic preservation into preparedness and response activities being undertaken at the local level.

Risk Assessment

The initial task of the committee was to get a handle on the relative risks facing historic resources in the county. To aid in the discussion, the county DEM prepared maps of National Register sites, surge zones, and existing flood zones. After considering the existing LMS data on hazards, the following subset was deemed of special concern for local historic structures:

- Flooding

- Wind
- Storm Surge
- Hazardous materials (for those structures along the I-95 and railway corridors)

Given the number of designated resources, originally each local government was to perform its own risk assessment for resources in its jurisdiction, and bring the information back to the group. However when the county DEM became aware of the Sarasota committee's GIS work (see page 93), it undertook a similar effort for National Register resources in Palm Beach County. Basically, it combined the existing historic resources data layer with layers reflecting storm surge and flood zones. It also created another layer showing areas within 250 feet and one-half mile from a major transportation corridor to assess hazardous materials risks. Using a ranking system of one to five (one being a low risk, three being moderate risk and five being high risk), each site or district was assigned a vulnerability level for each hazard, and then a total score calculated. Based on this analysis, eleven National Register sites were identified as most at risk from a location standpoint, including such well-known landmarks as the Norton House and the Bingham-Blossom House.

The committee agreed that, over time, as additional resources were added to the county's historic resources GIS layer, the risk assessment would be refined and would serve as the basis for incorporating historic resources into the LMS.

Action Plan

After reviewing the relative vulnerability of listed sites, the committee then focused on identifying actions that would better integrate historic preservation

and emergency management at the local level. Looking at short- and long-term measures, two levels of actions emerged. One level included implementation steps that would apply countywide. The other level included community-specific measures. The county DEM believed that the community-specific portions of the action plan developed by the pilot project participants would serve as a model for other municipalities in the county.

The Town of Lake Park, for example, put a lot of effort into creating a series of action steps that could be implemented for the 2005 hurricane season. These were not radical new concepts; rather Lake Park identified small common-sense steps. Taking digital photographs of buildings, doing a preseason check around historic structures for dead trees and debris, and even simply checking to see if the safe in fire station could be utilized to store records and artifacts from historic structures during a disaster were among the tasks that they wanted to accomplish.

From a countywide perspective, longer term actions focused on coordination and communication activities. The county DEM planned to utilize the committee as a historic resources subcommittee in the LMS framework. This new committee would look for potential mitigation projects and identify other funding sources to further support historic resource mitigation. A central communication liaison would be located in the EOC to help maintain communication between historic preservation interests after a disaster. In addition, existing public education venues would be better utilized, such as linking historic preservation and disaster preparedness public information to Hurricane Awareness Week and Historic Preservation Month.



The Jupiter Inlet Lighthouse dates back to the 1860s.
LOXAHATCHEE HISTORICAL SOCIETY, INC.

Palm Beach County Action Plan

ISSUE	ACTION PLAN
Create and maintain an inventory of historic resources.	<ul style="list-style-type: none"> • Maintain and expand the historic resources GIS layer in the county DEM data base. (County/Local Jurisdictions, continuous starting in 2005) • Take photographs of all sides of historic structures and document conditions. (Lake Park 2005) ✓ • Take photographs and document contents of publicly owned structures. (Lake Park, 2005) ✓ • Update the Lake Park historic resources survey. (Lake Park, 2006). • Expand Existing Inventory documentation to include Florida Master Site file listings. (West Palm Beach, 2006) • Establish a digital photographic inventory of historic resources listed on the National Register. (West Palm Beach, 2006) • Maintain backup of local inventory in County Emergency Management Office. (West Palm Beach, 2006) ✓
Establish a network of historic expertise.	<ul style="list-style-type: none"> • Maintain and expand the project committee. (County/Local Jurisdictions, 2005) ✓
Develop emergency preservation review procedures.	<ul style="list-style-type: none"> • Develop expedited local historic preservation review procedures as appropriate for application after a disaster. (West Palm Beach, 2006; Lake Park, 2006)
Develop site-specific emergency response plans.	<ul style="list-style-type: none"> • Conduct a pre-season check of historic buildings to look for debris, clogged gutters, dead limbs, minor repairs, etc. (Lake Park, 2005) ✓ • Establish procedures on how to best protect records and artifacts, etc., and determine the cost of materials and supplies to protect them. (Lake Park, 2005) ✓ • Prioritize what will be protected in the Evergreen House (files, photographs, display cases in that order). (Lake Park, 2005) ✓ • Develop a site-specific emergency response plan for the Evergreen House. (Lake Park, 2006) • Work with the Loxahatchee River Historical Society to establish procedures to best protect the records and artifacts in the World War II barracks located adjacent to the Jupiter Lighthouse. (Jupiter, 2006)
Integrate historic preservation training, expertise and assistance into local response and recovery process.	<ul style="list-style-type: none"> • Establish a communication role within the County EOC to provide contact between historic interests throughout the county during an event. (Palm Beach County, 2005) ✓ • Establish specific local assessment teams for historic districts or add historic preservation expertise to existing teams. (Individual Jurisdictions, 2006) • Develop a “bulletin board” release on historic resource preparedness and contacts in case of damage for release to media. (Palm Beach County/Lake Park, 2006) • Establish a list of Town and local historic preservation organization personnel who will take action and when. (Lake Park, 2006) • Coordinate timeline between Town pre-storm actions and preservation organization actions. (Lake Park, 2006) • Institutionalize a process to red-flag historic structures in Lake Park’s local permit and demolition processes. (Lake Park, 2006) ✓ • Work with the Jupiter Historic Resources Board to incorporate historic preservation expertise into local damage assessment teams. (Jupiter, 2006) • Using Historic Preservation Review Board members, add historic preservation expert to appropriate damage assessment teams. (West Palm Beach, 2006) • Amend city damage assessment form to include a section for historic resources. (West Palm Beach, 2006) • Develop maps showing historic resources for use by assessment teams. (West Palm Beach, 2006) • Train assessment teams to also look for salvageable items in the debris and work with homeowners to move these to safe locations. (West Palm Beach, 2006)

Palm Beach County Action Plan

(Continued)

ISSUE	ACTION PLAN
Analyze debris disposal, staging areas and temporary housing sites as part of pre-disaster planning.	<ul style="list-style-type: none"> • Update the existing analysis of staging and debris storage sites as new information becomes available. (Palm Beach County, continuous) • Review identified staging areas in West Palm Beach. (West Palm Beach, 2006)
Integrate preservation into the Local Mitigation Strategy.	<ul style="list-style-type: none"> • Form a Historic Preservation Subcommittee within the LMS framework. (Palm Beach County, 2005) ✓ • Add a goal or policies into the LMS regarding the need to protect historic resources, and include points for historic resources in the ranking criteria. (LMS Historic Preservation Subcommittee, 2006) • Complete an initial risk assessment for the various historic districts within West Palm Beach. (West Palm Beach, 2006)
Improve ability of historic resources to withstand impacts from a disaster.	<ul style="list-style-type: none"> • Form a Historic Preservation Subcommittee within the LMS framework. (Palm Beach County, 2005) ✓ • Identify ways to link historic preservation and disaster preparedness public information to Hurricane Awareness Week and Historic Preservation Month. (Pilot Project Committee, Palm Beach County, 2006) • Building on the “bulletin board” concept, develop a public news segment to air after disaster which identifies who to contact and steps to take. (Palm Beach County/Pilot Project Committee, 2006) • Develop a preseason checklist for historic structures which includes steps to prepare for hurricanes and mail checklist to owners and tenants of historic structures in May of each year. (Lake Park, 2006) • Determine if the safe in the fire station can be utilized to store records and artifacts from publicly owned historic structures during a disaster. (Lake Park, 2006) • Expand existing presentation on historic preservation review process to include disaster preparedness. (West Palm Beach, ongoing) • Develop educational materials to hand out to interested public. (West Palm Beach, 2006) • Add language into the local comprehensive plan which recognizes and supports improving the ability of historic structures to withstand impacts from a storm. (West Palm Beach, 2006) • As part of the Evaluation and Appraisal (EAR) process, identify the need for better coordination in emergency management and historic preservation, and add a policy in the local comprehensive plan which recognizes and supports improving the ability of historic structures to withstand impacts from a storm. (Jupiter, 2006)
Explore funding sources for preservation-related mitigation.	<ul style="list-style-type: none"> • Utilize the LMS framework to help identify funding sources available for historic resource mitigation. (LMS Historic Preservation Subcommittee, 2006)
<p>✓ Means that the activity was completed during the pilot project.</p>	

Lessons Learned

Communication at the local level is essential.

Make sure that local officials and staff understand the importance of preserving and protecting the community's historic resources.

Local officials and staff make decisions on a regular basis that can impact a community's historic resources. It is important to keep them involved, or at least informed. Historic preservation advocates need to communicate with local officials to ensure they understand the role that the historic buildings play in the community and support this role. Otherwise, when decisions are made regarding the expenditure of mitigation dollars or the issuance of demolition permits after a disaster, historic resources may not factor into the analysis.

Networking with representatives from outside your community is an effective way to learn about different approaches.

Representatives from a number of communities participated in Palm Beach County's pilot committee meetings. After a few meetings, it became clear that the sharing of ideas and concerns, as well as the identification of solutions, was a real benefit to the committee members. For example, Lake Park representatives took digital pictures of some of the local historic buildings, but struggled with how to



format and document the information. This issue was raised at one meeting, and after participants proposed a number of alternatives, Lake Park settled on an approach that worked for them. Additionally, do not be afraid to contact people outside of your county or region. Over the course of this project, for example, some of the best ideas originated from conversations with representatives from other pilot project communities.

Creative ideas often emerge from a face-to-face discussion with fellow communities.

PALM BEACH COUNTY

Keep your emergency response plans up to date!

The Loxahatchee River Historical Society, formed in 1971, is a non-profit organization in Jupiter. Its mission is to collect, preserve, interpret, and promote the history of the Loxahatchee River region. It operates the 1898 DuBois Pioneer Home, the 1860 Jupiter Inlet Lighthouse and the Loxahatchee River Historical Museum, which includes the cracker-style 1892 Tindall House and a Seminole chickee village.

During the 2004 hurricane season, the Jupiter area was hit by Hurricanes Frances and Jeanne. During Hurricane Frances, the metal roof on the museum peeled off, and the interior of the building was exposed to the accompanying rain. Museum staff followed their emergency response plan and removed most of the collection before the storm hit, but display cases and office furniture were damaged.

The Society learned some valuable lessons from Hurricane Frances:

- First, make sure you know where your response plan and materials are located, and make sure they are up to date. The response plan included contracts with truck rental companies

to move the collection on request. Staff members spent valuable time searching for the contracts before the hurricane hit, only to find that the telephone numbers for the firms were no longer in service.

- Second, have a back up plan. Museum staff finally contacted the truck rental companies to find that no trucks were available because they were on the west coast of Florida responding to the aftermath of Hurricane Charley. Fortunately, the Museum was able to contract with a moving company at the last minute and moved most of the collection out.
- Third, make sure the response plan includes stockpiling supplies on site for immediate response to storm damage. There were no tarps on the museum site to patch the damaged roof. Staff quickly located a local businessman (a member) who donated tarps and manpower, and Palm Beach County Fire Rescue provided their hi-rise hook and ladder truck to access the high roof. Without this quick

action, the water damage to the interior of the building could have been much worse.

- Fourth, there is no way to plan for all contingencies! Ten days later, Hurricane Jeanne destroyed the tarp coverings and further flooded the museum building. The museum repairs were not completed until October 2005.

The metal roof peeled off the Loxahatchee River Historical Museum during 2004's Hurricane Frances. LOXAHATCHEE RIVER HISTORICAL SOCIETY



Sarasota County

Sarasota County, with a population of approximately 358,000 persons, lies on the southwest coast of Florida, about 60 miles south of Tampa. Established in 1921, it encompasses an area of about 620 square miles. In addition to the City of Sarasota, other municipalities include the cities of Venice and North Port, and the Town of Longboat Key.



Sarasota is the birthplace of the distinctive "Sarasota School of Architecture."

DIMENSIONS PHOTOGRAPHY

Community Overview

Bordered to the west by the Gulf of Mexico, Sarasota County's barrier islands with their sugar sand beaches have been prized by tourists for close to a century.

Historic Resources

The area has a rich architectural heritage, ranging from small wood frame vernacular structures to elaborate Mediterranean Revival style buildings. Nearly 5,000 buildings, bridges, cemeteries and archaeological sites are included in the Florida Master Site File. In addition, some 80 resources are listed in the National Register of Historic Places. These include the winter estate of John Ringling, as well as the Edwards Theater, which is currently home to the Sarasota Theater of the Arts. In addition to those resources nationally listed, approximately 200 are locally designated.

The greatest concentrations are in the cities of Sarasota and Venice, generally to the west of U.S. 41. The city of Sarasota is home to the distinctive "Sarasota School of Architecture," a mid-century modern movement represented by a collection of innovatively designed buildings from the 1940s to 1960s. Venice, planned by renowned landscape architect John Nolen, is known for its Northern Italian Renaissance architectural style.

Preservation Planning

The Sarasota County History Center's mission is to preserve historic and prehistoric resources throughout the county. Preservation staff at the History Center includes a fulltime historic preservation specialist and a fulltime archaeologist. At the municipal level, the City of Sarasota Planning Department has a historic preservation planner, while the Director of the Venice Archives provides that capacity in that community. Neither the city of North Port nor Longboat Key has an active historic preservation program. Currently, four appointed historic commissions serve the county (two that are county wide and one each in the cities of Sarasota and Venice.) These commissions act as review boards designating historic properties, evaluating and approving demolition, alterations and additions to locally-designated historic resources.

Each of the pertinent local comprehensive plans deal with historic resources in some manner. The cities of Venice and Sarasota, as well as Sarasota County, have specific historic preservation elements in their plan. The Town of Longboat Key and the City of Northport include historic preservation concerns among the issues raised in the Future Land Use, Housing, and/or Conservation and Coastal Zone element. Generally, preservation goals and objectives deal with inventories, maintenance, protection or education. Prior to the initiation of this project, there were no specific policy links to disaster planning.

Complementing governmental support for historic preservation, there are fifteen archeological, historical and preservation organizations and six historical research facilities in the county. Additionally, a county-wide coalition of historic preservation organizations has been in existence for the past decade, providing a framework for reaching out to all geographic areas in the county.

Community Statistics

Pilot Community:

Location:

Current Population:

Resources Listed in National Register:

Local Preservation Staff:

Pilot Project Lead:

Community Contact:

Sarasota County

Southwest Coast of Florida, South of Tampa

358,000 people

13 historic districts, 61 buildings, 1 structure, 4 archeological sites

Yes (both county and city level)

Local Historic Preservation Interests

David Baber, General Manager

Sarasota County History Center

941.861.1188

Emergency Management Planning

As with other counties throughout Florida, the Sarasota County Emergency Management Department coordinates the planning and response effort. In the past, Sarasota County History Center staff has worked with emergency personnel on an ad-hoc basis if impacts to historic resources have occurred, but there is no regular interaction delineated in the current response structure. The Comprehensive Emergency Management Plan for Sarasota County does not address historical resources, nor does the Local Mitigation Strategy (LMS) contain any specific references to or consideration of historic resources.



The Arthur T. Nelson house is typical of the more modest homes found in Sarasota County.

SARASOTA COUNTY HISTORY CENTER

Pilot Project Activities

Historic resources in nearby Punta Gorda and Arcadia were devastated during the 2004 hurricane season. This influenced Sarasota County historic preservation interests and emergency management staff to participate in this pilot project, recognizing that through such participation they could undertake much needed steps to improve local preparedness and response efforts.

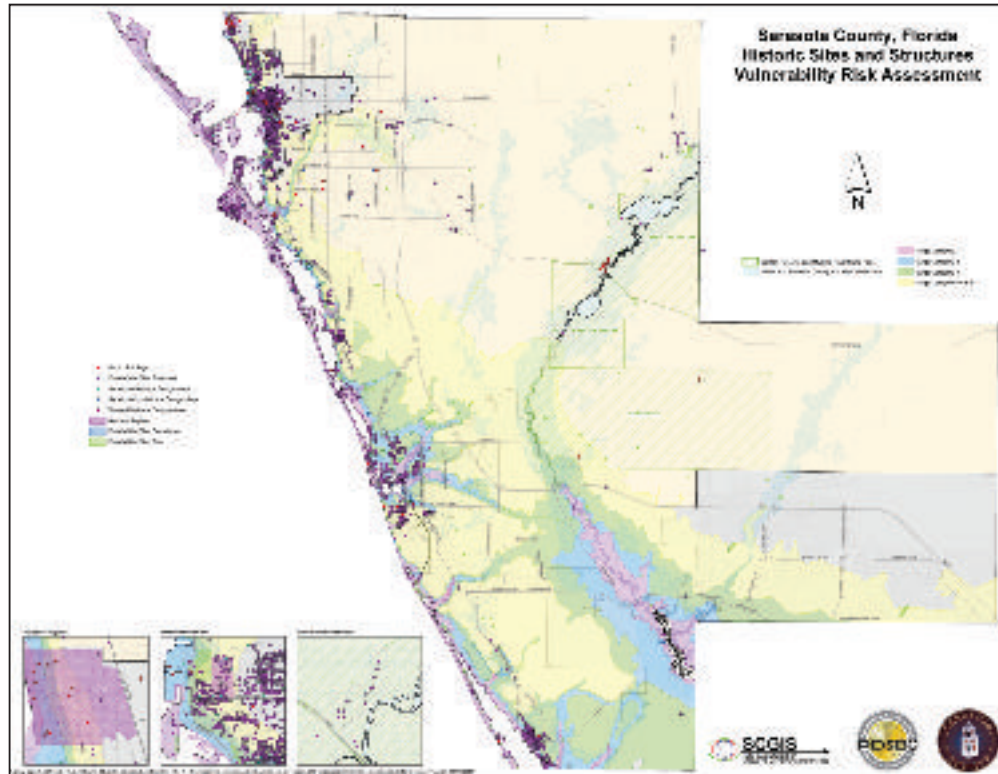
Pilot Project Committee

A staunch advocate for incorporating historic preservation issues into disaster planning, the General Manager of the Sarasota County History Center played an instrumental role in this pilot project. He also took the lead in identifying the members for the pilot project committee. The core group included representatives from the Historic Preservation Coalition, Sarasota Alliance for Historic Preservation, Sarasota County Historical Commission, Historical Society of Sarasota County, Venice Archives and Area Historical Collection, and the City of Sarasota Planning Department. In addition, the Sarasota County Emergency Management Director and other staff participated as appropriate.

The committee met every three to four weeks before the 2005 hurricane season. Having experienced the

fury of the 2004 season and having seen the impacts in surrounding communities, this committee was strongly committed to improving disaster planning for historic resources within Sarasota County. The committee identified the following challenges and limitations:

- Communications venues (news stations and cable coverage) varied throughout the county; it was difficult to get information out equally to all areas.
- Because there were so many historic structures, there was a need to prioritize the resources into subsets and use multiple approaches to protect them.
- Several public buildings house collections (including the Sarasota County History Center) in vulnerable locations; no funding was available to address this issue.
- The countywide Historic Preservation Coalition was not yet cohesive as an organization.
- The county inventory needed to be updated.
- Not all municipalities had their historic resources included in a GIS layer.
- There was a perception that some areas did not receive the same level of attention from the county emergency management office.
- In some areas, many residents and members of resource groups were seasonal residents.
- There was no existing interaction between the local emergency management office and historic resource organizations.
- There was a lack of existing funds to address hazards related to locational problems of public buildings.



Using existing GIS capability made it easier to assess potential risks to historic resources. SARASOTA COUNTY

- Better information was needed on how to protect public and private collections.
- Better information was needed on available mitigation funding for both publicly and privately owned resources.

The committee also noted several strengths that could be drawn upon:

- The project provided an opportunity to focus historic preservation groups and give them a

common purpose.

- Sarasota County’s historic resource inventory was available in GIS format.
- The City of Sarasota was currently re-inventorying its historic resources.
- The City of Venice completed its survey in 1985.
- There was a strong existing historic preservation framework within county and cities (councils, boards, societies, etc.).

- All geographic areas of the county were represented by historic preservation organizations plus the broader Coalition.
- Experiences in Punta Gorda and Arcadia during the 2004 hurricane season could be used to help identify gaps in current process and provide lessons learned.
- There was a good network of neighborhood associations and historic preservation groups that could help educate the public on these issues.

Risk Assessment

To better understand the vulnerabilities of historic resources in their community, the committee conducted a preliminary risk assessment for those resources listed in the National Register. First, the committee reviewed the list of potential hazards that could pose a threat to the county’s historic resources. After considering various potential hazards, the following were deemed to be of the most concern:

- Flooding
- Winds
- Storm Surge
- Hazardous Materials (later removed from the list)
- Wild Fires

With approximately 5,000 Florida Master Site File sites in the county, the committee next had to decide how to prioritize which historic resources to assess. It decided to initially examine publicly owned resources because these are, in many cases, the most important to the community, and there is more likely to be mitigation funding available for public resources. The committee identified 73 publicly owned historic

COMMUNITY CASE STUDIES

resources for the initial risk assessment. The committee agreed that resources listed in the National or local Register of Historic Places would be added to the assessment in the future.

The committee then created a rating system to assess the relative vulnerability of historic resources to each of the five hazards. With the exception of wind, a value of one represents low risk, three means moderate risk, and five means a high risk to the site. Wind was excluded from the rating system because the entire county was at high risk for wind hazards due to its location on the Gulf Coast. Instead of conducting a manual analysis, the Sarasota County GIS staff worked with the Sarasota County History Center to apply this rating system and generate a total risk score for each site. First, staff refined target resource locations on an existing GIS layer. They then combined this layer with existing layers delineating flood zones and storm surge zones. The GIS automatically calculated the numerical score for the risk to each resource.

Using existing GIS capability proved to be extremely efficient. It only took a couple of hours to refine the historic resource locations and identify the appropriate layers to be used in the analysis. Once that was completed, it took less than 30 minutes to generate the risk assessment, as well as a related map and table.

After the initial process was completed, the committee met and fine tuned the process. It concluded that potential impact from hazardous materials was minor and there was virtually nothing that could be done to protect historic resources from this type of

risk. As a result, hazardous materials were removed from the list of potential hazards to be included in the final assessment. The committee used the results of the risk assessment to help prioritize future actions, including identifying initial buildings for which site specific-response plans would be developed.

Action Plan

The committee met every two to three weeks over several months to identify steps it could take to be better prepared in cases of disaster. Given the number of hurricanes predicted for the 2005 season, the first goal

was to focus on short-term actions that would improve the response over that time period. The second goal was to identify longer-range actions that would result in an integrated historic preservation and emergency preparedness and response process. To provide more structure to the action plan, timeframes and responsible parties were also identified for each action.

Short-term actions focused on increasing coordination between historic preservation and emergency management entities, developing historic preservation assessment capacity, and public education. As Sarasota County was in the process of amending its local



The Sarasota County History Center conducted a damage survey in Arcadia after Hurricane Charlie (shown above) and used this experience to develop steps in their Action Plan. SARASOTA COUNTY HISTORY CENTER

HISTORIC DAMAGE ASSESSMENT TEAM RESOURCE KIT

cooler with wheels to house contents
batteries
flashlight
laminated grid/street maps
pens
assessment forms
clip boards
first aid kit
plastic covered photos of historic structures
water
snacks
disposable cameras
spray paint
spray to fix flat tires
digital camera, batteries, instructions

comprehensive plan, the committee took advantage of this opportunity to add language to the historic preservation element to support the need to protect and fund hazard mitigation for historic resources.

Another key concept was to work with GIS staff to integrate the historic preservation mapping layer into the GIS system available in the Emergency Operations Center (EOC). The plan also laid out steps to identify and coordinate designated historic preservation assessment teams to be deployed for damage

assessment. This included developing assessment forms to ensure efficiency in actual assessments, as well as creating Historical Damage Assessment Team Resource Kits. These kits include basic items for the assessment teams, such as laminated street maps, flashlights, clip boards, and first aid kits. The plan designated the Sarasota County History Center as being responsible for ensuring a Historic Resources liaison was in the EOC during an event, and for making the historic resources layer available to decision-makers. Additionally, History Center staff would be responsible for answering technical assistance questions from public. To kick off a series of public education efforts, the Sarasota Alliance for Historic Preservation was tasked with holding a special meeting over the summer of 2005, focusing on preparedness for historic structures.

Long-term goals built upon the identified short-term actions. The committee agreed to begin working toward site-specific emergency response plans for publicly owned structures. Within one year, emergency preservation review procedures would be developed for consideration by each jurisdiction. Additionally, the History Center would work, as part of the LMS steering committee, to amend the LMS goals and objectives to reflect historic preservation and include the mitigation needs for historic structures. As part of the plan, the historic resources inventory would be updated and expanded over the next two years. Looking at the neighborhood/historic district level, the committee would also explore the development of a shuttering program for low and moderate income housing, with priority given to historic structures.

Sarasota County's action plan laid out steps to identify and coordinate historic preservation assessment teams to be deployed for damage assessment. This included developing assessments, as well as creating Historical Damage Assessment Team Resource Kits.

Sarasota County Action Plan

ISSUE	ACTION PLAN
Create and maintain an inventory of historic resources.	<ul style="list-style-type: none"> • Incorporate historic markers into the countywide historic resources inventory using GPS. (2006) • Inventory historic markers annually. (2006) • Create a photographic inventory of historic resources. (2007) • Update the countywide survey. (2007)
Establish a network of historic expertise.	<ul style="list-style-type: none"> • Maintain and expand the Historic Preservation Disaster Preparedness Working Group. (Ongoing) ✓
Develop emergency preservation review procedures.	<ul style="list-style-type: none"> • Review existing historic preservation review procedures.(2006) • Identify any existing emergency procedures in each jurisdiction. (2006) • Form a working group with representatives from each preservation board to develop model language. (2006)
Develop site-specific emergency response plans.	<ul style="list-style-type: none"> • Identify two or three buildings in the county which will be model candidates (one to include Philippi Estate Park). (2006) • Draft site-specific plans for each identified building. (2006) • Using the model plans, develop a schedule and complete site-specific plans for all other county publicly owned historic structures. (2010) • Work through the education module to encourage other owners to develop response plans for their structures.
Integrate historic preservation training, expertise and assistance into the local response and recovery process.	<ul style="list-style-type: none"> • Amend the Historic Preservation Element of the county plan to incorporate language which supports hazard mitigation for historic resources. (2005) ✓ • Include high priority historic resources (National Register, local register) in GIS maps available to EOC. (2005) ✓ • Prepare a prototype Historic Damage Assessment Team Resource Kit for each jurisdiction. (2005) ✓ • Identify actions to be taken before, during, and after the storm to assist with preparation and assessment of historic resources. (2005) ✓ • Incorporate Historic Resource and Risk Assessment maps into the EOC mapping system. (2005) ✓ • Review existing identified staging and debris storage sites for impacts on historic and archeological sites. (2005) ✓ • Identify Historic Resources liaisons for the EOC during activation. (Annually, beginning in 2005) ✓ • Create a photographic inventory of high priority structures. (2006) • Identify geographically based assessment teams for post-storm assessment (minimum of two people per team—one with archeological/historic preservation expertise and one scribe-plus at least two alternates). (2006) • Prepare a Historic Damage Assessment kit for each team. (2006) • Develop assessment forms to be utilized in the field. (2006) • Help to plan for securing publicly owned historic resources. (2006) • Determine who does the initial assessment within each jurisdiction and coordinate the assessment team concept with them. (2006)
Analyze debris disposal, staging areas and temporary housing sites as part of pre-disaster planning.	<ul style="list-style-type: none"> • In coordination with county debris management plan, determine existing or potential debris storage and staging locations. (Annually, starting in 2006) • Have the County archeologist review sites and determine, in conjunction with Department of State, if any resources are likely to be on the sites. (Annually, starting in 2006)

Sarasota County Action Plan

(Continued)

ISSUE	ACTION PLAN
Analyze debris disposal, staging areas and temporary housing sites as part of pre-disaster planning.	<ul style="list-style-type: none"> • For debris storage sites, look a minimum of one-half mile around each site for potential impacts from ash fallout and burn pits. (Annually, starting in 2006) • Work with the County Emergency Management Office to identify alternative locations if existing sites have problems due to the presence of resources. (Annually, starting in 2006)
Integrate preservation into the Local Mitigation Strategy.	<ul style="list-style-type: none"> • Add a History Center representative as member of the LMS committee. (Annually) • Coordinate with the LMS committee to add narrative, goals and policies for historic resources (including highlighting the economic importance of historic resources to the county) in the LMS. (2006) • Complete LMS project forms for the top ten publicly owned buildings. (2006) • Participate in the review process as a member of the LMS Steering Committee. (2006) • Complete LMS project forms for other public buildings. (2007) • Expand the Risk Assessment to include privately owned historic buildings. (2008) • Amend the GIS layer to include privately owned buildings. (2008) • Have GIS staff run risk assessment for these added buildings. (2008) • Review the results to identify those private structures that are at most risk. (2008)
Improve the ability of historic resources to withstand impacts from a disaster	<ul style="list-style-type: none"> • Identify the mitigation needs of publicly owned buildings, using risk assessment to prioritize. (Ongoing) • Seek funding for mitigation projects for publicly owned buildings. (Ongoing) • Secure publicly owned buildings. (Ongoing) • Arrange a special meeting of the Sarasota Alliance for Historic Preservation in July of 2005 to focus on preparedness for historic structures, inviting neighborhood associations and historic structure owners. (2005) ✓ • Conduct one or more education sessions on mitigation techniques, the audience being private owners. (2006) • Develop a "Disaster Planning for Historic Buildings" workshop (potentially in cooperation with the Florida Trust and Sarasota Alliance for Historic Preservation) to be held prior to the beginning of each hurricane season. (2006) • Develop a shuttering program to shutter low/moderate income houses, with historic designation as a priority factor. (2006) • In conjunction with other pilot communities, develop a generic presentation and brochure on integrating historic preservation and emergency management at the local level. (2006) • Develop information about acceptable mitigation options for historic resources that maintain the historic integrity. (2008)
Explore funding sources for preservation-related mitigation.	No Local Actions Identified
<p>✓ Means that the activity was completed during the pilot project.</p>	

Lessons Learned

Timing is crucial.

Develop your action plan outside of hurricane season.

In Sarasota County, committee work came to a halt as hurricane season arrived. Emergency management officials turned their attention to implementation of their existing procedures, while preservation partici-

pants focused on preparations for their individual facilities. A contributing factor was the onset of summer, which made it difficult to get people together. While hurricanes are not the only type of disaster that can affect historic resources, they are the ones most likely to follow the calendar. Try to accomplish as much planning as possible between November and May to avoid this problem.

Be prepared for implementation to take longer than anticipated.

The Sarasota County committee moved quickly to identify an action plan and necessary steps to link

emergency management issues to historic preservation. Some participants had already been thinking about this issue and the pilot project provided a forum to air their ideas. Implementation, however, has taken more time than envisioned. In particular, the organization of post event assessment teams to evaluate properties listed in the Florida Master Site File has taken much longer than anticipated.



The City of Venice, designed by renowned landscape architect and planner John Nolan, has many notable buildings including the Venice Train Depot shown above. SARASOTA COUNTY HISTORY CENTER

Seek partners to help spread the word.

As part of the Sarasota County Action Plan, the Sarasota Alliance for Historic Preservation agreed to coordinate a workshop focusing on the mitigation needs and options of historic structures. The Florida House Learning Center, operated by the Cooperative Extension Service of Sarasota County, was quickly identified as the perfect partner for this effort. Located on the campus of the Sarasota County Technical Institute, the Florida House demonstrates appropriate design strategies and technologies for living in Southwest Florida. This includes readily available products and procedures for hurricane protection.

Partnering with the Florida House, the Sarasota Alliance for Historic Preservation provided participants an opportunity not only to talk about historic structure mitigation but also to see what some of the products looked like. Held in July of 2005, the meeting attracted more than 30 participants from the public and private sectors. A series of speakers initiated the discussions, but audience participation was key to the meeting's success. Discussion topics



A panel shared their experiences during an historic resource disaster mitigation workshop at the Florida House Learning Center in Sarasota. SARASOTA ALLIANCE FOR HISTORIC PRESERVATION

ranged from the applicability of specific mitigation materials on historic structures, to finding engineers, insurance agents and other service industry

representatives who understood the specific needs of historic structures.

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 102.

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 102.

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.

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.

MEMPHIS. A GIS-based mapping program which can be utilized by a community to identify areas vulnerable to different hazards, such as wind, flooding, and storm surge. Contact the Florida Division of Emergency Management for availability information.

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 102.

NHPA: National Historic Preservation Act. See Summary of Major Legislation on page 102.

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 102.

Section 110 of NHPA. See Summary of Major Legislation on page 102.

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 102.

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 102.

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 participate in the 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 Preservation Assistance Team.

- 1. Initial damage assessment will be reviewed by an interdisciplinary 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. Recommendations will be conveyed to the EMO and local teams.

H. Preservation Assistance Team help 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 Damage Assessment and Preservation Assistance Team members and a release of liability are needed for protection of property owners.

- 5. 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, the Florida Legislature provided historic preservation grant funds 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.