COSTEP

Coordinated Statewide Emergency Preparedness

AN EMERGENCY MANAGEMENT FRAMEWORK FOR CULTURAL RESOURCES

COSTEP was developed in cooperation with:
• The Massachusetts Board of Library Commissioners (MBLC)
• The Massachusetts Archives
• The Chief Officers of State Library Agencies (COSLA)
• The Society of American Archivists (SAA)
• Heritage Preservation
• LYRASIS (formerly SOLINET)

COSTEP tools are available free of charge and are adaptable for non-commercial purposes.

NORTHEAST DOCUMENT CONSERVATION CENTER

COSTEP was developed by the Northeast Document Conservation Center. Founded in 1973, the Northeast Document Conservation Center (NEDCC) is a nonprofit, regional conservation center specializing in the preservation of paper-based materials for libraries, archives, museums, and other collections-holding institutions, as well as private collections.

INSTITUTE of Museum and Library SERVICES

For more information:
Northeast Document Conservation Center
100 Brickstone Square
Andover, MA 01810
978.470.1010
www.nedcc.org
costep@nedcc.org

Contents

Introduction

As a Steward of Cultural Heritage

Perhaps your state has not been affected, in recent years, by devastating hurricanes, floods, or wildfires, but certainly you have heard stories about loss and traumatic upheaval from such disasters. In these circumstances, it is not only "normal life" that is disrupted. Many cultural institutions have experienced significant losses because, as a group, they were unprepared for the magnitude of such events and for the realities of coordinating response and recovery activities across a large area.

If your state were faced with a disaster, how would you—as a steward of cultural heritage—safeguard the cultural resources that provide crucial documentary information for residents and a sense of continuity, history, and pride for your communities?

How would you get information about damaged collections? How would you get the supplies and assistance you need to salvage materials and restore services? How would you set priorities if resources were limited? After recovery, how would you mitigate hazards to reduce damage from future events?

The COSTEP framework guides you through a process for answering these questions and emphasizes the importance of working with emergency managers in your state to integrate cultural institutions into the existing emergency management structure.

Together Is Better: The Need to Partner with Emergency Managers

Widespread disasters require an "all hands on deck" response. Yet they can cause unprecedented problems, such as staff members who may be unavailable, or unable to get to their collections, for days or weeks. The need for quick rescue of damaged collections is acute, but the resources needed for salvage may be scarce, particularly because many institutions may be trying to access resources simultaneously.

Emergency managers have structures in place for pre-emergency mitigation of hazards and for response to local, regional, and/or statewide emergencies. In an emergency situation, emergency managers have the authority to acquire and allocate resources and services and to direct overall recovery activities within the affected area.

The best way for cultural institutions to have all available hands—and funds—on deck is to work through your state's established emergency management structure. If you do, you will receive emergency assistance more quickly, with less confusion and duplication of effort, than you otherwise might.

What Are Cultural Resources?

Cultural resources are individual objects, collections, and even activities with artistic, educational, historic, scientific, social, or economic importance to a community. They might be housed in libraries, archives, museums, historic properties, historical societies, city or town halls, or public records repositories. They might include furniture, textiles, archaeological specimens, works of art, books, documents, recordings, significant landscapes, performing arts organizations, and much more.

The broader term **natural and cultural resources and historic properties (NCH resources)** includes the historic built environment. Historic properties may or may not contain cultural resources.

Terms to Know

First Responders: Professionals dispatched by the 911 system, such as police and firefighters.

Emergency Managers: Professionals who coordinate disaster mitigation, preparedness, response, and recovery as part of a local, county, regional, tribal, state, or federal agency.

Prior to an emergency, you can also take advantage of hazard mitigation programs to ensure that risks specific to cultural resources are addressed.

To work successfully within existing emergency management (EM) structures, the cultural community must be integrated into these structures *prior* to a large-scale emergency. You must develop ongoing relationships with emergency managers at various levels so that you will know whom to ask for help and how to communicate your needs most effectively. These relationships will also help emergency managers understand the needs of your collections. Though the first priority of emergency managers is to save lives, they are also concerned with protecting property and other resources within their communities. You must communicate to them the important role that cultural institutions play in the recovery and revitalization of communities.

The cultural community is one among many constituencies that emergency managers serve. Your effort to integrate cultural resources into existing EM structures will work best if you can bring together all the types of institutions that make up your state's cultural community and encourage them to present their needs to emergency managers with a united voice.

Systematically creating partnerships with emergency managers in your state will greatly increase the chances that the records, artifacts, photographs, books, and works of art that document and define your communities will survive a widespread disaster.

How COSTEP Can Help

The COSTEP framework helps you organize statewide emergency response and hazard mitigation for cultural resources. Although other organizational models are possible, COSTEP assumes that state agencies responsible for cultural resources will lead this process, given that these agencies have most often coordinated response efforts in previous disasters. Specifically:

- **COSTEP helps you create partnerships with emergency managers and build relationships among the different types of institutions that make up your state's cultural community.** Libraries, museums, archives, and other cultural institutions must identify their common needs and communicate them effectively to emergency managers.

- **COSTEP helps you set goals for statewide response and hazard mitigation for cultural resources.** Who should be involved? What issues are most important for response and mitigation in your state? You are strongly encouraged to work toward incorporating response and mitigation plans for cultural resources into existing official hazard mitigation and emergency operations plans.

- **COSTEP helps you decide how best to implement your statewide goals.** Emergency management structures vary among states according to size, geography, and political realities. In some states, the state EM structure is primary, while in others, regional and/or county EM agencies play a crucial role. So long as you maintain an overall perspective (allowing you to identify needs and set priorities statewide), strategies for implementation can vary greatly.

- **COSTEP helps you develop strategies to sustain cultural resource emergency response and hazard mitigation over time.** How will you maintain the relationships you have created and the procedures you have devised? How will you keep the larger cultural and EM communities in your state informed and involved?

Cultural resource managers and emergency managers share a desire to safeguard resources that are important to the history and the ongoing lives of communities. COSTEP helps translate that desire into concrete action by providing specific strategies for coordinating cultural resources' emergency preparedness. Pilot projects using the COSTEP framework are taking place in Massachusetts and New Mexico. See *COSTEP's Web site* for information, *www.nedcc.org/disaster/costep.php*.
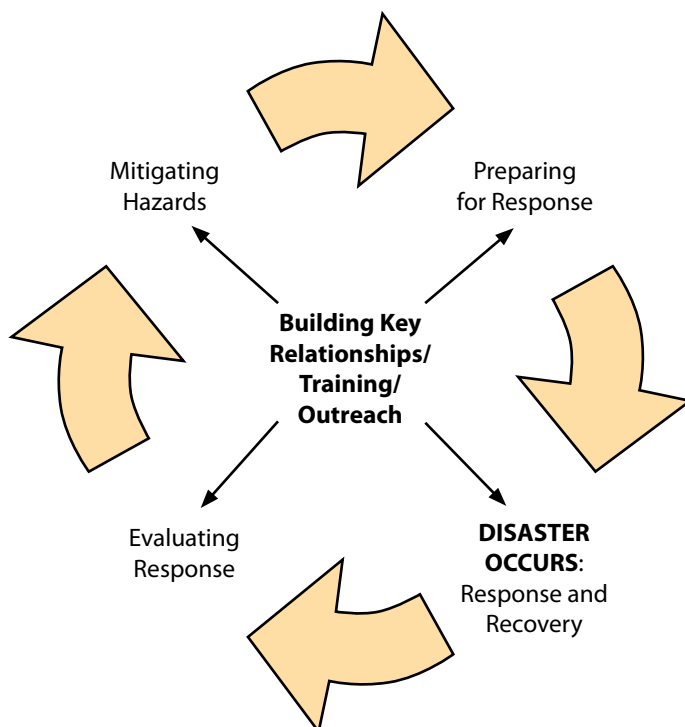
How to Use COSTEP

COSTEP offers a framework for structuring statewide emergency planning for cultural resources, but each state's strategy for implementing COSTEP will be unique, as will each state's outcomes and products. It is assumed that COSTEP implementation will be led by one or more state agencies responsible for cultural resources, although other organizational models may be more appropriate in some states. Of course, large-scale emergencies do not necessarily respect state lines, but because existing EM structures are state based, organization at the state level is the best place to start.

This section provides a basic overview of COSTEP, information about standard EM terminology and structures, suggestions for who might participate in COSTEP, and tips for organizing COSTEP in your state.

Overview

Think of the COSTEP process as cyclical: when a large-scale emergency occurs, response leads to evaluation, which leads to additional mitigation and preparedness. Building and sustaining key relationships, facilitating emergency preparedness training, and reaching out to the larger community are ongoing.

The COSTEP Process

Mitigating Hazards

Preparing for Response

Building Key Relationships/ Training/ Outreach

Evaluating Response

DISASTER OCCURS: Response and Recovery

Costep's Four Essential Phases

1. **Building Relationships.** Choosing the first participants, assessing the current status of statewide emergency preparedness for cultural resources, setting the initial COSTEP mission and goals, and bringing in additional cultural agencies and institutions and emergency managers.

2. **Mitigating Hazards.** Identifying hazards within the state, analyzing the risks they pose to cultural resources, and determining strategies for both mitigating those hazards statewide and including cultural resources in official hazard mitigation plans.

3. **Preparing for Response.** Preparing for emergency response and recovery for cultural institutions, with the ultimate goal of integrating cultural resources into official emergency operations plans.

4. **Sustaining COSTEP.** Maintaining key relationships over time, facilitating training in emergency management for COSTEP participants and other members of the cultural community, and reaching out to the larger cultural and EM communities to communicate COSTEP's message.

As part of the statewide effort, your COSTEP team may also need to work at the regional, county, and/or community levels to develop effective response and mitigation plans for cultural resources. *Your COSTEP team should not, however, be involved directly with hazard mitigation and emergency planning for individual institutions*. Preparing an institution-specific emergency plan is the responsibility of each individual institution; workshops and other technical assistance are widely available to assist in this process.

In all cases, you must ensure that regional, county, tribal, and/or community emergency managers—and "rank and file" cultural institutions—know how to implement the statewide emergency plans developed through COSTEP.

What You Need to Know About Emergency Management

To build effective partnerships with emergency managers, you must understand the standard terminology and procedures they use. This will be a multi-step effort, beginning with educating your initial COSTEP team and moving toward familiarizing the wider cultural community with the world of emergency management (EM).

Every state has a statewide emergency operations plan as well as a statewide hazard mitigation plan, both of which are maintained and implemented by the state EM agency. In larger states, the state EM agency may have regional structures to

assist in response. Every state also has local EM structures based on counties and/or local communities. In some states more local (e.g., town, municipal, or county) structures may take precedence, while in others primary authority and control are at the state level. You will need to find out how the EM structure works in your state, but terminology and general procedures are similar across states.

The Emergency Management Cycle

There are four basic phases of emergency management:

- **Mitigation:** preventing emergencies or reducing their effects

- **Preparedness:** developing a plan of action to be carried out if an emergency occurs

- **Response:** mobilizing emergency services and responders when an emergency occurs

- **Recovery:** returning the affected area to its pre-emergency state

This cycle repeats with every emergency; once recovery has been completed, emergency managers evaluate the response and recovery effort and apply any lessons learned to future mitigation and preparedness efforts.
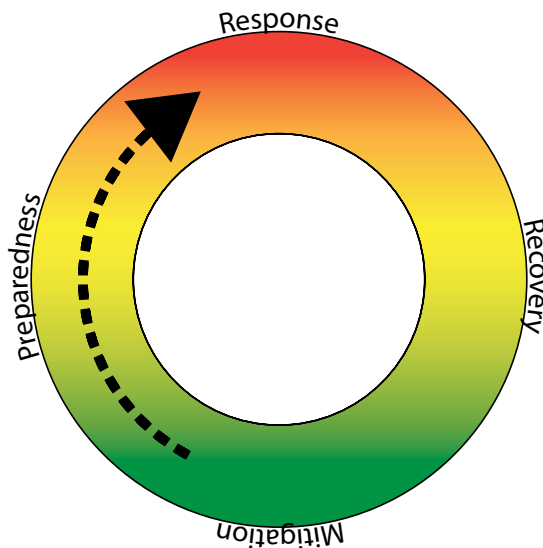
Mitigation and Preparedness

Emergency managers at the local, state, and federal levels coordinate activities to prevent, mitigate, and prepare for emergencies. All states have a state hazard mitigation program and plan. The Federal Emergency Management Agency (FEMA) also has mitigation and planning functions. In general, the extent of local (e.g., city, town, or county) emergency preparedness and hazard mitigation efforts will depend on the resources available to the local community and on whether or not the community regularly encounters emergency situations (e.g., flooding, hurricanes).

Response and Recovery

Emergency responders at all levels use the Incident Command System (ICS) to organize emergency response. This management system uses a consistent structure and procedures designed to integrate widely differing organizations during an emergency. COSTEP strongly recommends that cultural institutions and agencies become familiar with ICS and use it in their own site-specific emergency plans.

Emergencies are always addressed at the "lowest"—most local—level possible. Most can be handled by local emergency responders. But if a local community is overwhelmed, state, and then federal, assistance is called in as needed. The structure for national response is set out in the National Response Framework (NRF), which describes the roles and responsibilities of local communities, the private sector, state governments, and the federal government.

Within the NRF are Emergency Support Functions. Natural and cultural resources and historic properties are covered under ESF #11—Agriculture and Natural Resources. The ESF structure is also used by some states, counties, cities, and towns, although the numbering of specific functions is not always consistent.

The emergency response process moves up from the local level as follows:

- Local first responders use ICS to manage the incident. If additional assistance is needed, the local emergency operations center (EOC) will assist. Larger communities or counties may have a permanent, staffed EOC directed by a full-time emergency manager; in smaller communities or counties an EOC may be established as needed during an emergency.

- If local resources are overwhelmed by the extent of the emergency, the community requests state assistance. Emergency operations are coordinated from the state EOC; every state maintains an EOC that can expand as necessary to accommodate incidents. Larger states may have one or more intermediate organizational levels with regional EOCs that are activated when a particular region or district is affected.

- If more resources than the state has available are required, it can request assistance from other states through interstate mutual aid and assistance agreements such as the *Emergency Management Assistance Compact (EMAC)), www.emacweb.org*.

- If local, in-state regional, state, and mutual aid resources are inadequate to deal with the event, the governor requests federal assistance via an emergency declaration (for a limited emergency) or a presidential major disaster declaration in a more catastrophic situation. This request is made through FEMA.

Terms to Know

Emergency Support Functions (ESFs): Used by the federal government and many state governments as the primary mechanism, at the operational level, to organize and provide assistance. ESFs group capabilities and resources into those functions that would most likely be needed during an incident (e.g., Transportation, Communications, Public Works, Engineering).

Learn More

FEMA's *Introduction to Incident Command System*
http://training.fema.gov/EMIWeb/IS/is100.asp

The National Response Framework Resource Center
www.fema.gov/emergency/nrf/mainindex.htm

• Once federal assistance has been requested, it is coordinated through FEMA's National Response Coordination Center (NRCC) and one or more of FEMA's 10 Regional Response Coordination Centers (RRCCs), and through field offices established within the affected state(s).

More detailed information about standard emergency management (EM) terminology and structures can be found in *Appendix D*. See *Appendix B* for information about EM training opportunities.

Who Should Participate in COSTEP

Identifying and bringing together those agencies, institutions, and organizations that should play a major role in COSTEP can be challenging, particularly in states that encompass a large geographic area and/or have an extremely large and varied cultural community. A successful COSTEP program will include emergency managers at state, regional, county, and/or local levels; representatives of the different types of cultural institutions within the state; and representatives from federal emergency management and state, county, or local government, as appropriate.

Though it is good to have broad representation on the COSTEP team, do not get sidetracked by the need to include everyone before you begin. A group of core institutions and agencies (this can be as few as 2–3 or as many as 8–10) can make up a team that begins the process, and then bring other participants in along the way. Some states may choose to limit the initial discussions to representative state agencies or other prominent state-level entities and add other key participants as COSTEP progresses.

Cultural institutions and emergency managers have many demands on their time. The initial team will need to explain COSTEP to potential participants, convince them of its importance, and spread enthusiasm for the initiative. You will find ideas for team building and making contact with emergency managers, as well as talking points to use in recruiting participants, in the *COSTEP Starter Kit*, *www.nedcc.org/costep/starterkit.pdf*, a separate publication prepared to help you begin the COSTEP process. The *Key Relationships Checklist*, found in Appendix A, can help you keep track of groups that are (or should be) a part of COSTEP in your state.

Suggested Participants

Agencies responsible for cultural resources statewide. Organizational models for functions related to cultural resources vary greatly from state to state. Some states may house one or more of these functions under an umbrella agency. All states have some type of library agency that administers the distribution of state and federal library funds, an agency that maintains state government records, and a state historic preservation office. Some states also have state museums (and sometimes more than one), while others do not. Some states may house one or more of these functions under an umbrella agency. Examples of state cultural resource agencies include:

• State library or state library agency

• State archives and records management agency

• State museum (if responsible for museums statewide)

• State historic preservation office (SHPO)

• State historical society

• Tribal historic preservation office (THPO)

• State parks

State emergency management agency. Every state has such an agency; though organizational structures differ by state, there are always planning, emergency operations, and mitigation functions. Participants should be chosen according to the specific topics being addressed at the time.

Regional/county/local emergency management officials, as appropriate. The distribution of authority and control within the EM structure differs from state to state. In some states, the COSTEP team may need to work at the regional, county, or local levels to implement statewide goals.

Federal emergency management officials, as appropriate. FEMA maintains 10 regional operations offices; strive to include officials from the nearest regional office in COSTEP discussions. Also include the regional ESF #11 Coordinator (from the Department of the Interior) if possible.

Representative(s) of federal agencies that manage cultural resources within the state. Several federal agencies that manage cultural resources administer regional offices. Examples include the National Archives and Records Administration

(NARA) and the National Park Service (NPS). Some agencies are more involved with institutions in their region than are others, but these agencies can be valuable allies.

Other representative or significant cultural institutions and organizations, as appropriate. When putting together the initial COSTEP team, some participants may be drawn from this group if they are particularly active within the state or fill a need that is not filled by a state agency (e.g., an active state or regional museum association in a state without a state museum). The variety of cultural institutions within a state may be daunting, but as additional participants are brought in, every effort should be made to include representatives from all areas of the cultural community. Examples include:

- Conservators, regional preservation and conservation centers, conservation associations
- State and/or regional professional associations (for museums, libraries, archives, records managers, city/town clerks)
- Museums (art, science, technology, history, children's, natural history, etc.)
- Libraries (public, academic, special)
- Archives
- Arts commissions
- Performing arts organizations
- National Heritage Areas (congressionally designated areas administered locally with assistance from the National Park Service)
- National Trust for Historic Preservation regional offices and/or Main Street coordinating programs
- Historical societies
- Historical commissions
- Historic sites
- Archaeological repositories or sites
- Churches/religious organizations
- Other cultural institutions that might include both nonliving and living collections (zoos, aquariums, nature centers, arboretums) [Note that COSTEP is *not* intended to cover living collections.]

Additional representatives from state government.

- Environmental management agency
- Chief information officer and/or information technology agency
- Capital asset management agency (state body that deals with state properties and structural issues)
- Governor's office
- Office of public safety
- Office of public health

Representatives from local government.

- County officials (e.g., registries of deeds and probate, land records); sometimes these functions are administered at the state level
- City or town clerk office
- Mayor's office

CASE STUDY

Organizational Models for Statewide Cultural Resources

ALASKA

- ***Alaska State Archives*** *www.archives.state.ak.us/*. The State Archives is the repository that preserves the government records of Alaska's history and makes these records accessible to its patrons in a safe, professional, and responsible manner.

- ***Alaska State Library (and Historical Collections)*** *www.library.state.ak.us/*. The Alaska State Library coordinates Alaskan public libraries, provides information services to the state government, and manages historical and public records. The Alaska State Library also serves as the primary research library for state government, and collects, preserves, and makes accessible Alaska-related materials.

- ***Alaska State Museums*** *www.museums.state.ak.us/*. The Alaska State Museums comprise two museums: the Alaska State Museum in Juneau and the Sheldon Jackson Museum in Sitka.

- ***Museums Alaska*** *www.museumsalaska.org*. Museums Alaska is the professional association for museums statewide.

- ***Alaska Department of Natural Resources, Division of Parks and Outdoor Recreation, Office of History and Archaeology, Alaska State Historic Preservation Office*** *www.dnr.state.ak.us/parks/oha/shpo/shpo.htm*.

KANSAS

- ***Kansas State Historical Society*** *www.kshs.org/*. The KSHS includes the Kansas Museum of History and Library, State Archives and Records, and the State Historic Preservation Office (SHPO).

- ***State Library of Kansas*** *www.skyways.org/KSL/*. The Kansas State Library provides information services for state and local governments, for local libraries and their users, and for the public. The KSL administers Library Services and Technology Act (LSTA) funds.

Tips for Organizing COSTEP

The COSTEP framework is designed to be flexible and adaptable, recognizing that states have organizational and political differences, and that some may be further ahead than others in statewide emergency preparedness.

You should build your COSTEP action plan in stages. Once initial relationships have been established, you may choose to work on several phases of COSTEP at once or focus on one at a time. Some of the suggested products and outcomes may be appropriate for your state, while others may not, and your COSTEP team may come up with additional ideas. You are strongly encouraged to work with the planning division of your state EM agency, if feasible.

Structure

The COSTEP team must discuss issues, investigate options, report back, and make decisions. Some combination of face-to-face meetings, "piggybacking" on professional meetings, email, wikis, listservs, conference calls, and/or the use of other technologies will be needed.

Despite the costs of face-to-face meetings, we strongly encourage periodic face-to-face meetings of the overall COSTEP team. Meetings of the larger group are invaluable for sharing information, gathering input on current and future activities, and building relationships. Subsets of the larger group (the leadership team, committees with a specific charge, etc.) should be in contact more frequently to work on specific tasks. This could be done in person if convenient, or via email, conference call, listserv, or other technology.

For each phase of COSTEP—Building Relationships, Mitigating Hazards, Preparing for Response, and Sustaining COSTEP—the following organizing rubric is provided to facilitate discussions and outcomes. Use it "as is," or adapt the elements as needed.

- **Suggested Participants.** Specific types of agencies, institutions, and organizations to include. See *Who Should Participate in COSTEP* for general advice on choosing participants.

- **Objectives.** An overview of desired accomplishments for each COSTEP phase.

- **Preparation.** Information you may want to collect before addressing the topics for discussion. Examples include resource lists and existing hazard mitigation and/or emergency operations plans.

- **Topics for Discussion.** All topics may not be appropriate for your state, but basic talking points for each phase are suggested. Issues that merit special consideration within each topic are noted.

- **Suggested Outcomes and Products.** COSTEP must produce results that will move the statewide emergency planning process for cultural resources forward in a concrete way. Lists of suggested outcomes and products are divided into three levels: Essential, Enhanced, and Excellent. Each

represents a different degree of emergency preparedness. As the COSTEP phases are revisited over time, outcomes and products should move from Essential to Enhanced to Excellent, with new activities building on what has previously been accomplished.

- **Essential**: Every state should meet these minimum requirements for effective emergency preparedness and response for cultural resource collections. Activities in this category can generally be accomplished with minimal effort and/or cost.

- **Enhanced**: These activities are greatly desired (and often build on existing or essential activities), but achieving them may be a challenge for states with fewer resources. In general, activities in this category can be accomplished at low to medium effort and/or cost.

- **Excellent:** States at this level will have a comprehensive preparedness and response program. Activities at this level build on previous progress and require additional effort, support, and funding.

- **Resources.** Links and references to additional information are provided in *Appendix E.*

The Role of a Leadership Team and Committees

We strongly suggest establishing a leadership team to guide COSTEP in your state. To facilitate discussion and decision making, this team should include no more than 8–10 individuals and should comprise representative cultural institutions and emergency managers. The leadership team should be in contact more frequently than the larger group of COSTEP participants.

Though it is important to keep the leadership team small, be sure that this group shares its activities and decisions with the rest of the COSTEP team frequently and invites input from the larger group. If the larger cultural and EM communities are unaware of COSTEP activities, the COSTEP work cannot have a significant impact on emergency preparedness and hazard mitigation in the state.

We also advise using committees in the COSTEP process. They can move the process forward expediently by investigating issues in detail and reporting back to the larger group with recommendations for action. Committee structures will need to be more complex in geographically larger and more populous states than in smaller ones. COSTEP participants should be invited to serve on committees that match their interests and skills.

Costep and Other Emergency Preparedness Projects

A number of current initiatives are designed to improve emergency preparedness for cultural resources, several of which emphasize cooperation between emergency managers and cultural institutions. COSTEP complements these projects and provides a mechanism for incorporating them into a

CASE STUDY
COSTEP Massachusetts Committees

The first two committees were created during the initial phase of COSTEP MA, with the Content and Outreach committees following shortly thereafter, and the last two several months later. For more information, visit *www.mass.gov/costepma.*

Hazards, Vulnerability, and Mitigation Committee. Identifies and prioritizes hazards and addresses ways to implement mitigation steps to protect collections.

Geographic Information System (GIS) and Planning Committee. Works with the Massachusetts Emergency Management Agency. Makes available overlay maps of cultural resources and hazards, and links to mitigation information; interfaces with existing statewide GIS.

Content Committee. Develops messages that the Outreach Committee will disseminate (e.g., collection vulnerabilities, mitigation).

Outreach Committee. Devises mechanisms for spreading the COSTEP message to the cultural and emergency management communities.

Training and Assistance Committee. Arranges opportunities for Incident Command System training, Community Emergency Response Training, and other training.

Sustainability Committee. Develops mechanisms to sustain the COSTEP effort; updates all information; and develops long-term goals, exercises, and trainings.

larger, statewide planning effort. Integrating COSTEP with related projects will avoid duplication of effort and help the COSTEP planning process remain manageable. People already active in existing projects are good candidates for COSTEP participation.

Check the following Web sites to identify the projects that may be active in your state:

- *Council of State Archivists (CoSA) Emergency Preparedness Initiative (EPI)*
- *CoSA Intergovernmental Preparedness for Essential Records (IPER) project*
- *Heritage Emergency National Task Force Alliance for Response*
- *Heritage Emergency National Task Force Risk Evaluation and Planning Program (REPP)*
- *Institute of Museum and Library Services (IMLS) Connecting to Collections initiative*

Building Relationships

Your first steps in implementing COSTEP will be to iden-
tify initial participants, schedule a startup meeting, and
begin building relationships between cultural institu-
tions and emergency managers. Deciding who will par-
ticipate in the initial discussions can be challenging. You want
broad representation, but it is also a good idea to limit the
number of participants, in the early stages, to facilitate frank
and productive discussions and decision making.

It's wise to choose participants who have both a strong inter-
est in emergency preparedness and administrative approval
for their participation. If you can include emergency managers
from the beginning, you should certainly do so. See *Who Should
Participate in COSTEP* and the *Starter Kit (www.nedcc.org/
costep/starterkit.pdf*) for advice on choosing participants and
spreading the word about COSTEP. The startup meeting(s) will
be most productive as face-to-face meetings, but if meeting in
person poses problems, consider other methods of communi-
cation. The important thing is to begin planning for statewide
emergency preparedness.

Activities and discussions in this phase will build relationships
among key participants, identify agencies and institutions
willing to have staff serve on a leadership team, define pre-
liminary needs and goals for statewide emergency prepared-
ness for cultural resources, and identify others who should be
involved in COSTEP.

One of the primary challenges of COSTEP is building ongoing
relationships among a wide variety of agencies, institutions,
and organizations, many of whom have previously had little
or no interaction. You will begin to build these key relation-
ships in this stage and further develop them as you move on to
the mitigation, response, and sustainability phases of COSTEP.

Objectives

- Build relationships among various types of cultural agen-
cies, institutions, and organizations within the state.

- Build partnerships between the cultural community and
the emergency management community.

- Assess the current status of statewide emergency pre-
paredness for cultural resources.

- Identify additional agencies, institutions, and organizations
that should be included in COSTEP.

- Articulate emergency preparedness needs and initial goals
for COSTEP in your state.

- Draft a mission statement for COSTEP.

- Put together a leadership team to guide COSTEP on a long-
term basis.

- Identify possible funding sources for COSTEP activities.

- Plan for future meetings.

Topics for Discussion

- **General information sharing.** Facilitate participant intro-
ductions, allowing them to share information about their
backgrounds and their goals for COSTEP. If participants are
new to COSTEP, summarize previous discussions and out-
comes. Collect contact information (and continue to collect
this information as each meeting brings in new partici-
pants).

- **Discussion of the current status of emergency pre-
paredness for cultural resources in the state.** Cover the
following issues in general:

  – Existing relationships among different types of cultural
bodies within the state, and what might be improved.

  – State-level emergency planning activities that are already
happening (including statewide, in-state regional, and rel-
evant multi-state regional efforts).

  – The status of emergency preparedness within the individ-
ual institutions participating in the startup meeting(s).
Those that are prepared for emergencies will be better
situated to assist others during a widespread disaster.
The Lead Institution Preparedness Checklist in Appendix A
may be helpful in determining readiness.

- **The Incident Command System (ICS) and the National
Response Framework (NRF).** Encourage participants to
become familiar with these and other basic EM structures
and terminology. See *Appendix D* for basic information and
Appendix B for training opportunities.

- **Strategies for bringing in additional COSTEP partici-
pants.** See *Who Should Participate in COSTEP* and the *Starter
Kit* (*www.nedcc.org/costep/starterkit.pdf*) for a general dis-
cussion. *The Key Relationships Checklist* in Appendix A may
also be helpful. In particular, consider the following:

Planning Tips

Discussion of individual institutions should focus on
their abilities to lead statewide planning and response
efforts.

Don't get sidetracked by extensive discussion of emer-
gency preparedness within individual institutions.

– Engaging appropriate state, regional, and/or county EM personnel should be a high priority if emergency managers are not already involved. Include representatives from planning, hazard mitigation, and emergency operations as appropriate. FEMA regional representatives and/or ESF #11 coordinators (from the Department of the Interior) can also be very helpful.

– Federal agencies (e.g., NARA, NPS regional offices) that manage cultural resources within the state can be valuable resources. The National Park Service, in particular, has been mandated to expand its emergency assistance to other cultural resources outside of the NPS parks when this is in the interest of the federal government.

– The historic preservation community. Historic preservation officials have often made detailed surveys of historic buildings and their locations and have worked to mitigate hazards that affect historic properties. The primary state-level contact is normally the state historic preservation office (SHPO) and/or the tribal historic preservation office (THPO).

- **Strategies for building relationships among key participants.** You will need to maintain existing relationships and build new ones as appropriate throughout the COSTEP process.

   – Consider holding an Alliance for Response Forum, if your state has not already done so. If it is not possible to hold a formal forum, consider how relationships might be built informally (e.g., through presentations and networking at professional meetings, participation in listserv discussions).

- **The COSTEP leadership team.** You are strongly encouraged to form a leadership team to guide the planning process. One agency or institution may be in the best position to take the lead, or leadership may be shared. Limiting the leadership team to 8–10 people facilitates discussions and decision making. The composition of the leadership team may change over time as circumstances change and additional participants are brought into COSTEP.

Learn MoreAbout the Alliance for Response

Since 2003, Heritage Preservation's Alliance for Response has held a number of forums on building partnerships between cultural heritage organizations and first responders. Several states have established ongoing emergency preparedness initiatives as a result of these forums. See the *Alliance for Response Web site* at *www.heritagepreservation.org/AfR/index.html* for more information.

Members of the leadership team must have a strong interest in making the project happen and skill sets that enable them to lead successfully. Administrative authority for the participating staff members to carry out statewide emergency planning activities is also essential. Training in emergency preparedness and familiarity with the Incident Command System and with state and federal emergency response procedures is also highly desirable.

At minimum, the leadership team should have representatives from:

– Agencies with authority for dealing with cultural resources statewide (e.g., state library, state archives and records management program, state museum, etc.).

– Cultural resource institutions or organizations that are especially active within the state and/or fill a need that is not filled by a state agency (e.g., an active state or regional museum association in a state without a state museum).

– State and/or county emergency management agencies, as appropriate.

- **Initial goals and mission statement for COSTEP.** Draft a list of goals and next steps as well as a formal mission statement. A brief review of the major COSTEP phases (Mitigating Hazards, Preparing for Response, and Sustaining COSTEP) will be helpful in setting goals. The mission statement should be officially approved by the overall COSTEP team.

   Issues to consider:

   – **Will you include all types of collections or begin by targeting specific types of collections?** Focusing on specific types of collections may make the process easier at first. For example, essential records (for definition, see *Appendix C: Glossary of Terms and Acronyms*) will have obvious importance to emergency managers, and focusing on them may pave the way for other types of cultural resources to be included. Or the state museum may have the most significant staffing and resources to devote to COSTEP, resulting in an initial focus on museums and historic sites, which can then be expanded to include other institutions and resources.

   – **How will you structure COSTEP?** Will you use committees? Would some planning be better done on the regional or county level rather than the state level? Consider how the COSTEP team will communicate and make decisions. Will you hold face-to-face meetings? How frequently? What alternative methods of communication will you use?

   – **What are your most important statewide emergency preparedness needs?** What is being done already? What are the primary areas of need at the state level (e.g., mechanisms for making resources and/or equipment available in an emergency, methods for communication during an emergency, priorities for salvage,

COSTEP Massachusetts Mission Statement

To create a statewide disaster preparedness plan for cultural resources involving the cultural and emergency management communities regarding disaster mitigation, preparedness, response, and recovery. The plan will ensure an ongoing dialogue between these communities that fosters mutual understanding and coordination.

mitigation of specific hazards, etc.)? What areas/locations seem to be at greatest risk within the state? These questions should be considered broadly at this point.

- **Possibilities for funding COSTEP activities.** In the absence of other funding, participating institutions must be willing to donate staff time and travel expenses, as well as meeting space and possibly refreshments. Consider existing resources and brainstorm potential new sources of funding. Discuss how to build the relationships needed to make funding happen.

Suggested Outcomes and Products

Essential
(requires relatively small effort and/or cost; is essential to the success of the planning effort)

- List of agencies, institutions, and organizations participating in COSTEP to date

- Written summary of the status of emergency preparedness for cultural resources within the state

- List of additional agencies, institutions, and organizations to be recruited to participate in COSTEP

- List of leadership team members and their full contact information

- Prioritized list of initial COSTEP goals and next steps

- Approved mission statement for COSTEP in your state

- If needed, date(s) for one or more additional Building Relationships discussions

- Date(s) for meetings/discussions of the leadership team and the larger group to address the next phases of COSTEP

Enhanced
(requires additional effort and/or cost; is highly desirable; will move the planning effort to a higher level)

- Detailed, written plan for proceeding with COSTEP activities (e.g., prioritized issues to address, structure for the planning effort, future meeting schedules, and participants for future discussions and activities)

- Web site or wiki to communicate information about COSTEP activities to participants and other interested agencies, institutions, and organizations within the state

Excellent
(requires significant effort and/or funding; is part of a comprehensive planning program)

- Alliance for Response (or similar) Forum to help build relationships and communicate information about COSTEP to individual institutions and organizations within the state

- List of possible funding sources for COSTEP activities

Atlanta's Heritage Emergency Response Alliance (HERA)

HERA (www.heritagepreservation.org/afr/Atlanta/Goals.html) was formed as a result of the Atlanta Alliance for Response Forum in 2007. HERA is an affiliation of institutions and persons interested in preserving the cultural heritage in the Metro Atlanta area and in serving as a resource to cultural institutions around the state. The primary aim of HERA is to mitigate the loss of cultural heritage materials in the event of a disaster.

Activities have included a tabletop exercise at NARA's Southeast Regional Archives; a panel discussion titled, "The First Responders Have Left . . . Now What?"; and the use of HERA's listserv, after the 2008 tornadoes, to disseminate information about affected cultural institutions and to gather supplies and staff to help pack out historical records from a damaged building.

Upcoming plans include obtaining a grant to purchase supplies for a shared disaster cache, creating mutual aid agreements, and providing Community Emergency Response Team (CERT) training.

Mitigating Hazards

Mitigation is a crucial part of the emergency planning cycle. Its aim is to prevent emergencies from occurring and to lessen the effects of any that do occur. Mitigation efforts are based both on pre-emergency analysis of hazards and risks, and on post-emergency analysis of an event's effects on lives and property.

In the mitigation phase of COSTEP, you will assess the risks of any hazards that could threaten cultural resources statewide, prioritize them, consider ways to mitigate them, and determine how to integrate cultural resources into existing mitigation plans in your state. Identifying cultural resource locations statewide, with the goal of entering institution/site locations into existing or future statewide Geographic Information System (GIS) databases, is essential to this process.

Make every effort to work with hazard mitigation planning officials to build on the work they have already done. Each state is required by the Disaster Mitigation Act of 2000 (DMA 2000) (Public Law 106-390) to have a state hazard mitigation plan (and to update it every three years) in order to receive FEMA grant assistance. States that develop enhanced hazard mitigation plans (those that provide for increased statewide coordination and integration of mitigation activities) are eligible for increased federal funding. The DMA also requires that states examine and encourage local hazard mitigation planning, both to gather information for use in the state plan and to improve coordination between state and local mitigation plans.

Some states are very active in funding and carrying out statewide hazard mitigation activities (e.g., statewide fire or flood hazard mitigation projects). Other states have fewer resources and may be less active, but all states provide some level of funding and technical assistance, through federally funded hazard mitigation grant programs, for hazard mitigation on a more local level. Some states provide these funds to counties or communities directly, while others, whose local jurisdictions have limited staffing and resources, may utilize regional planning entities to assist local governments in the preparation of hazard mitigation plans.

To implement the mitigation phase of COSTEP, you must determine the best way to work within the hazard mitigation structure in your state.

Suggested Participants

The number and types of participants will vary depending on the circumstances in your state. See *Who Should Participate in COSTEP* for a general discussion. Participants may include all or some of those taking part in other phases of COSTEP, depending on their interest in and knowledge about

Terminology

A **hazard** is a source of potential danger or adverse condition; **risk** is the likelihood of a hazard event occurring and the impact it would have on people, services, facilities, and structures (and in the case of cultural resources, collections).

Variations in hazard and risk terminology can be confusing. COSTEP uses the term **hazard mitigation** to describe the overall process of identifying hazards, determining risks, and reducing or eliminating risks; this is the term used most often by emergency managers. The term **risk assessment** is used to describe the specific process of evaluating and prioritizing risks. See the *COSTEP Glossary* for more information.

hazard mitigation. If they are not already involved, we strongly recommend that hazard mitigation officials at all relevant levels be included. Specifically:

- **Representative(s) from the state hazard mitigation planning team.** Mitigation planning structures differ among the states, but planning will generally be coordinated through the state EM agency. In some cases county or regional mitigation planners may need to be included.

- **Staff from the FEMA regional office, if appropriate.** In some cases there will be a Mitigation Division or Mitigation Contact; alternately, the Environment and Historic Preservation Contact may be a good resource. For FEMA regional contacts, see *www.fema.gov/about/contact/regions.shtm*.

Objectives

- Identify hazards statewide and assess the risk they pose to cultural resources.

- Identify the locations of cultural institutions and resources statewide.

- Identify significant cultural resources statewide.

- Prioritize risks within the state.

- Raise awareness, among hazard mitigation planning officials, of high-priority risks for cultural resources within the state.

- Develop statewide hazard mitigation strategies for cultural resources, working through the existing hazard mitigation planning structures.

Learn More About Hazards

Common natural hazards include flooding, tornadoes, winter storms, coastal erosion, earthquake, wildfire, and drought. See *FEMA's Get Disaster Information Web site* at *www.fema.gov/hazard/index.shtm* for information about different types of man-made and natural hazards.

- When the state hazard mitigation plan is revised (every three years), ensure that the interests of cultural resources are represented in the plan.

- If appropriate, encourage cultural resources representation in hazard mitigation planning at regional and local levels.

Preparation

- **Gather information from the existing state hazard mitigation plan or from regional/county plans as appropriate.** See *FEMA's Hazard Mitigation Web site* at *www.fema.gov/government/grant/hmgp/* for a list of approved state plans.

  - **Identify major hazards.** Indicate which have been designated within official mitigation plans as frequent and/or severe. Some hazards may apply only to certain geographic areas within the state.

    Note: Some mitigation plans may include only natural hazards. In those cases other agencies may be in charge of planning for man-made hazards.

  - **Identify existing hazard mitigation activities.** The hazard mitigation plan(s) will have a mitigation strategy and action plan that list activities, timelines, resources, and rationales.

- **Gather existing lists, directories, and/or databases for cultural institutions in the state.** Participants should be asked to contribute these by geographic area or type of institution; locations should be included to the extent possible.

- **Gather information on grant programs for hazard mitigation.** FEMA administers several such grant programs, for which some state agencies, regional planning entities, local governments, and certain private nonprofit institutions or organizations may be eligible, either as primary applicants or as sub-grantees. Other federal agencies may also provide hazard mitigation grant funding. Be sure to include any additional programs for mitigation within your state, especially if they are geared toward cultural institutions.

Topics for Discussion

- Geographic Information System (GIS) data for cultural institutions. How can this be collected and/or integrated into a statewide GIS mapping system? Do lists of all types of cultural institutions already exist? Does a GIS mapping system exist in the state? Many states have collected, or are in the process of collecting, GIS information about various types of institutions and organizations; these may include cultural institutions.

  - **The need for a committee or task force to investigate GIS options and report back to the larger group.** An accounting of cultural resources and GIS data will be useful not only for hazard mitigation efforts but also for emergency response efforts.

- **Hazards that pose risks to cultural resources in your state.**

  - Hazards that have affected cultural resources in the past are likely to cause problems again, particularly if they have not been mitigated. Information about past disasters is usually summarized in the state hazard mitigation plan.

  - More cultural institutions may be located in areas subject to particular hazards, while fewer may be located in areas subject to other hazards. Do certain hazards pose more risk than others?

What Is GIS?

"A GIS [geographic information system] is a computer system capable of capturing, storing, analyzing, and displaying geographically referenced information; that is, data identified according to location. Practitioners also define a GIS as including the procedures, operating personnel, and spatial data that go into the system."
 —from the *U.S. Geological Survey Geographic Information Systems poster*, *http://egsc.usgs.gov/isb/pubs/gis_poster/*

GIS systems store map features and data (known as attributes) as layers. These layers can be placed over each other, making it possible to compare information and draw conclusions. Examples in the context of cultural collections and emergency planning might include:

- A layer showing the locations of public libraries could be placed over a layer showing flood zones to identify vulnerable institutions.

- A layer showing the locations of cultural resource collections in a particular area, making it easier for emergency response staff to locate essential records for salvage after a disaster.

Primary FEMA-funded Hazard Mitigation Grant Programs

Though private nonprofit organizations are not eligible, applications can be made by eligible agencies for assistance that will benefit other organizations.

Hazard Mitigation Grant Program (HMGP). Provides funding after a major disaster declaration to reduce or eliminate future risks from natural hazards.

Flood Mitigation Assistance Program (FMA). Provides funding to implement actions to reduce or eliminate damage from flooding.

National Flood Insurance Program (NFIP). Provides affordable insurance for property owners as a protection against flood losses in exchange for state and community floodplain management regulations that reduce future flood damages.

Pre-Disaster Mitigation Program (PDM). Provides funds for hazard mitigation planning and implementation prior to a disaster event.

– Some hazards may have minimal effect on cultural resource collections (e.g., drought, although the risk of fire increases), while others might have the potential to affect cultural resources but have less effect on life and property (e.g., an ice storm).

• **Prioritizing identified risks to cultural resources statewide.**

– Which risks are the most likely to cause serious damage to cultural resources?

– Which areas of the state are most at risk from various types of emergencies, and where do different types of risks overlap? Wherever possible, use the categories already in place in the state hazard mitigation plan to rate the vulnerability of cultural heritage institutions to specific hazards.

– In setting priorities, consider the significance of the cultural resources affected by the identified hazards (see the Evaluating the Significance of Cultural Resources sidebar). It is an unfortunate reality that, because resources for mitigation are never unlimited, some cultural resources will have a lower priority than others.

• **Facilitating mitigation of the highest-priority identified risks to cultural resources.** You might choose to focus on specific types of risks (e.g., hurricane, flooding, earthquake), or on particular geographic areas (e.g., coastal areas, floodplains, areas with the highest concentration of cultural

resources). Consider appointing one or more committees to investigate mitigation options, funding sources, and methods for working through the established hazard mitigation structure in your state.

Advocating for hazard mitigation actions that address the needs of cultural resources could ultimately involve a combination of strategies, including working:

– At the state level to ensure that cultural resources are considered in setting statewide priorities;

Evaluating the Significance of Cultural Resources

Simply put, which cultural resources are the most important? This question is difficult enough to answer within a single institution; it may seem almost impossible to address on a statewide level. Nevertheless, decisions about relative importance must be made because it is rarely possible to mitigate all hazards that affect cultural resources.

Possible strategies for setting priorities include building teams within each region to evaluate cultural resources, or using online surveys to identify important cultural resources. State archivists may be helpful in identifying essential state and local government records. Other cultural resources that might have high priority include unique resources and/or those with generally acknowledged significance to the community. Setting priorities according to monetary value or replacement value may be possible in some situations, but it can also be problematic. Collections with no market value may be priceless to a community, and many collections are unique and simply cannot be replaced.

FEMA's mitigation planning documents encourage setting priorities on the local community level, and including community input in the process. Although COSTEP emphasizes state-level planning, evaluating cultural resource significance may be best pursued at the local level first. FEMA's documents are geared toward the historic preservation community and built environment, but the techniques suggested may be helpful in prioritizing cultural resource collections. See the *Resources* section of COSTEP for references to FEMA mitigation planning documents.

However priorities are set for mitigation, you must proceed carefully and document your decision-making process and the criteria used.

– With regional planning entities (if they exist in your state) to encourage specific mitigation strategies in specific parts of the state; and/or

– With local officials to facilitate locally based mitigation projects that have been identified as high priorities for cultural resources within the state.

You may also come up with other possibilities. The approach you take will depend on your state's mitigation structure and activities, on available resources, on state laws that affect mitigation, and on political realities.

• **Ensuring that cultural resources are represented when the state hazard mitigation plan is (and/or regional, county, or local plans are) revised.** The cultural community representative(s) should convey the overall hazard mitigation priorities that have been developed during the COSTEP process.

• **Encouraging local communities in high-risk areas to develop hazard mitigation plans that will reduce risks for cultural resources in those areas and reflect the needs that have been identified statewide.** Brainstorm potential strategies for communicating with local communities in high-risk areas and encouraging them to develop mitigation activities. Investigate possibilities for funding local mitigation efforts.

• **Investigating the possibility of cooperative, multi-state, regional hazard mitigation planning, given that hazards often cross state lines.**

Suggested Outcomes and Products

Essential
(requires relatively small effort and/or cost; is essential to the success of the planning effort)

• List of cultural resource institutions in the state, assembled geographically or by type of institution

• Relationship developed with hazard mitigation planning officials in your state

• Appointment of a committee or task force to investigate GIS options

• Prioritized list of statewide risks to cultural resources, derived from risks set out in the state hazard mitigation plan (and/or regional/county plans, as appropriate) and using the same categories and/or rating systems

• Appointment of one or more committees to identify potential mitigation actions for identified risks to cultural resources

Enhanced
(requires additional effort and/or cost; is highly desirable, and will move the planning effort to a higher level)

• Prioritized list of statewide mitigation activities needed for cultural resources

• Strategy for including cultural resources in future revisions of state hazard mitigation plan (and regional/county plans, as appropriate)

• Plan for cooperation with existing GIS initiatives (or for starting a GIS initiative) to create data layers showing the location and basic attributes of cultural resource institutions

• Strategies for encouraging communities in high-risk areas to develop local hazard mitigation plans that include cultural resources

• Statewide criteria for determining the relative importance or significance of cultural resources

Excellent
(requires significant effort and/or funding; is part of a comprehensive planning program)

• Statewide list of cultural resources prioritized by relative importance/significance

• Inclusion of cultural resource significance/importance attributes in existing GIS data layers

• Cultural resources mitigation activities take into account relative importance or significance of resources

• Cultural resource mitigation activities are included in state hazard mitigation plan (and regional/county plans, as appropriate)

• Established strategy for cultural institutions to provide input, on an ongoing basis (every three years), to updates of the state hazard mitigation plan (and regional/county plans, as appropriate)

• Strategies for undertaking multi-state hazard mitigation planning

Preparing for Response

Preparing for response to large-scale emergencies that affect cultural institutions is the most important (and the most challenging) phase of COSTEP work. If you can partner with emergency managers to plan ahead for response, you will have a much better chance of saving cultural resources from damage or loss.

COSTEP cannot provide a blueprint for response; instead, it identifies issues that must be addressed to ensure effective response. These include:

- Response structure and coordination

- Communication during response

- Prioritizing collections for response

- Supplies and services

- Early warning systems

It is likely that you will need to plan for different levels of emergency response within your state. Though COSTEP focuses primarily on state-level coordination, you must keep in mind that fundamentally, all response is local. Cultural organizations can respond more rapidly and comprehensively to prevent damage to collections by establishing relationships with emergency managers at the local level. This will enable cultural institutions not only to help themselves and one another, but also to use their own resources and capabilities to benefit the community as a whole. Thus, your COSTEP project may need to include the regional, county, and/or local levels in order to achieve its statewide goals.

At all levels, however, you are strongly encouraged to integrate cultural resources into existing emergency operations plans (statewide, regional, county, or local), as appropriate. Ideally this would take the form of a place in the ESF (emergency support function) structure or other appropriate structure within these plans. This may not be a quick or easy task, but it is important to work toward this goal as you undertake other activities to improve response for cultural resources.

Suggested Participants

As in the previous phases, the number and type of participants will vary depending on the state. See *Who Should Participate* for a general discussion. Participants may include all or some of those who have taken part in other phases of COSTEP, depending on their interest in and knowledge about emergency preparedness and response. If they are not already involved, we strongly recommend that the following participants be included:

CASE STUDY
Hurricane Katrina

Recovery from Katrina was complicated by damage to the infrastructure on a level previously unforeseen, including loss of cell phone communication, mass migration of staff, competition among organizations for recovery services and supplies, and difficulty in gaining access to damaged or at-risk collections for weeks or even months. Salvage and recovery of cultural resources were often secondary to debris removal and business recovery issues, such as repairing buildings and bringing back staff to start up basic services.

After Katrina, the state libraries and archives in Louisiana and Mississippi were called on to take the lead in assessing the damage, community by community, and reporting on the status of each institution's recovery efforts. However, communication with the damaged areas was difficult, and there were no prearranged procedures for coordinating assessment activities. As a result, some isolated institutions proceeded with recovery on their own, and some institutions were assessed more than once by different teams, some of whom were not familiar with the geographic area and local holdings.

The lack of coordinated response meant that recovery efforts sometimes overlapped one another and were not always allocated to the cultural resources that were the most valuable or the most in need. In addition, setting overall priorities for collections recovery was complicated by the fact that some smaller institutions held cultural collections that were previously unknown to the state library or archives, and some of these materials took on increased importance due to the destruction of other records in the region.

- **Representatives from the operations and planning divisions of the state emergency management agency.** Specific administrative structures vary among states, but all state EM agencies perform these functions. Operations staff manage the state emergency operations centers and coordinate response, while planning staff maintain the state emergency operations plan and assist local communities in preparing their own emergency plans. Planning staff may be available to help integrate cultural resources into the existing state plan.

- **Regional/county/local emergency management officials, as appropriate.** Some large states have regional-level staff under the direction of the state EM agency, while other states have very active county EM programs. In smaller states, local community EM officials may work directly with state emergency managers. You should be prepared to work at the regional, county, or local levels to implement statewide goals when needed.

- **ESF #11 Coordinator (state and/or federal).** The National Response Framework has 15 Emergency Support Function annexes; cultural resources fall under ESF #11 (Agriculture and Natural Resources). Each FEMA regional office has an ESF #11 representative with a seat in the Regional Response Coordination Center (see *Appendix D* for details). Many states also follow the federal ESF model (although in many states cultural resources fall under a different ESF number, or do not appear at all); if there is a state ESF representative for cultural resources, that person should also be included.

- **Representatives of federal agencies that manage cultural resources within the state** (e.g., NARA, NPS). Due to their size and available resources, these agencies will have a significant role to play in responding to a large-scale emergency.

Objectives

- Build partnerships for response between emergency responders/managers and the cultural resource community.

- Gain a seat for cultural resources at the state emergency operations center (EOC) and at regional, county, or local EOCs, as appropriate.

- Identify important or significant cultural resources and prioritize cultural resources for emergency response.

- Integrate cultural resources into the state emergency operations plan and into regional, county, or local plans, as appropriate.

- Decide how communication between cultural resource organizations, and between relevant EM bodies and those cultural groups, will be organized during a large-scale emergency affecting your state. This is known as "Command and Control."

- Form cultural resource damage assessment teams and determine how they will be activated in an emergency.

- Facilitate the acquisition of supplies and services for cultural institutions in the aftermath of a disaster.

- Provide advance warning of emergencies to cultural institutions when possible.

- Involve cultural resources representatives in the periodic revision process for the state emergency operations plan and for regional, county, or local plans, as appropriate.

- Educate the wider cultural and EM communities about the emergency response procedures developed through COSTEP (also an objective of the Sustaining COSTEP phase).

Preparation

- **Collect existing lists and databases of supplies, services, and resources** for emergency response and recovery for cultural resources in the state and region.

- **Gather existing lists, directories, and databases of the various cultural resource institutions in the state.** Collect information by geographic area or type of institution, and include locations wherever possible so that institutions can be included in GIS systems. This may have been done as part of the Mitigating Hazards phase of COSTEP.

Topics for Discussion
General

- **Lessons learned from previous disasters in the state.** What did and didn't work during response and recovery?

- **The current relationship between the cultural community and the emergency management community in your state.** How can it be enhanced or improved? How can the two communities share information?

- **Methods for educating emergency managers about general salvage and recovery procedures for cultural collections.**

- **Strategies for getting a seat for cultural resources at the state EOC (and/or regional, county, or local EOCs, as appropriate).** The EOC representative(s) would typically pull together information about damage to cultural resources, make recommendations for response, and facilitate access to supplies and services. Specifics to consider:

  – If there are state-level preservation personnel (e.g., at a state library, museum, or archives), they may be able to fill this role at the state EOC. In states without state-level preservation personnel, or states in which representatives are needed at regional, county, or local EOCs, the cultural resources role(s) might be filled by staff from one or more cultural institutions.

  – Always designate more than one person in case of individual inaccessibility during an emergency.

  – The cultural resources representative(s) must be familiar with emergency preparedness for cultural resources and/or be willing and able to be trained.

  – The cultural resources representative(s) must have support and authorization from the administration of the representative's organization(s) or institution(s) to fill this role at the EOC(s).

- **Strategies for including cultural resources in the state emergency operations plan (and/or regional, county, or local plans, as appropriate).** If an ESF structure is used, cultural resources should lobby for their own ESF or for inclusion under an existing ESF. Inclusion in the emergency operations plan(s) will put cultural resources on an equal footing with other constituencies in the state or area.

- **Strategies for ensuring that cultural resources are represented when the state emergency operations plan is (and/or regional, county, or local plans are) revised.**

Command / Control / Communication (CCC)

- **The basic structure of cultural resources command, control, and communication in a state-level emergency.** Will cultural resources report directly to a representative at the state level (e.g., via an 800 number or other means) to request assistance? Or will information be reported and assistance provided through local community, county, and/ or regional emergency managers? *You must decide what structure will work best in your state.* This will depend on many factors, including the size and geography of the state, political realities, and available resources.

  If a cultural resources representative does not yet have a seat at the state EOC, you must also decide on a lead agency or institution to collect and organize damage information and requests for assistance, whether they come directly to the lead agency or through intermediate levels. Desirable characteristics in a lead institution include:

  – authorization to lead emergency response activities

  – excellent communication capabilities (e.g., secure Web site, backup communications system)

  – a "safe" collection (e.g., likely to have minimal problems in an area-wide emergency)

  – staff members trained in emergency preparedness and familiar with the Incident Command System

- **Information needed from "rank-and-file" cultural institutions in an emergency.** This might include damage to buildings and collections, locations of evacuated staff members, institutional needs (assessment, supplies, services, volunteers, etc.). Design forms for collecting this information ahead of time.

- **Communication methods to be used by rank-and-file cultural institutions in an emergency.** Devise clear and straightforward communication channels that allow cultural resources representative(s) to collect information. *Communication has proved to be the most challenging aspect of response in most emergencies.*

  – Possible communication methods include: an 800 number with voicemail, toll-free conferencing lines, text messaging, Web site(s), a wiki or listserv, setting up a temporary cell phone tower, amateur radio, Emergency Notification System technology, etc.

  – What are the potential difficulties of each communication method, and how might they be resolved?

- **Priorities for response and salvage of cultural resources.** How will cultural resources representative(s) decide which institutions and/or collections have priority for response? Judgments may be made without sufficient thought if the issue has not been considered beforehand. Although it is impossible to predict which cultural resources will be affected by a particular emergency, on-the-spot decision making will be much easier if prior thought has been given to the relative significance of cultural resources in the state.

Strategies for Prioritizing Cultural Resources

Strategies for identifying important or significant collections might include building teams within each region or using online surveys to identify those resources. In an ideal world, a representative for cultural resources at the state emergency operations center would take calls for assistance from institutions (either directly or via regional/ county/local emergency operations centers) and match them to a prioritized list of institutions and collections.

- Possible categories for prioritization might be: (1) unique collections; (2) those with acknowledged value/significance as cultural resources; (3) essential records necessary for business recovery.

- Another possible approach would be to create a tiered list of institutions; first-tier institutions would be given first priority by emergency responders, and so forth.

- It would also be useful to keep track of which cultural resources have been duplicated and may not require salvage.

The best way to set state-level collection salvage priorities is to begin at the local level and move up. The COSTEP team should encourage individual institutions to prepare collection inventories, back up essential records for storage off site, set collection salvage priorities, and prepare institutional emergency plans and continuity of operations (COOP) plans. COOP plans minimize the effect of an emergency on an institution's essential functions, so that the institution can resume providing services to its users more quickly and assist others in recovery efforts.

Remember, however, that additional factors will come into play during response. In cases where institutions with more-important collections are well prepared for an emergency, priority for assistance may go to other institutions that may have less important collections but are in greater need of help.

What Is CERT?

Community Emergency Response Team training educates people within the community about disaster preparedness for hazards that may impact their area and trains them in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations.

For more information, visit the *Citizen Corps CERT Web site, www.citizencorps.gov/cert*.

– Consider appointing a committee to set priorities. Any work that has been done to prioritize collections in the Mitigating Hazards phase of COSTEP may be helpful.

- **The role of cultural resource damage assessment teams.** If damage assessment teams are to be used, they must be set up ahead of time, they must include qualified conservators and/or preservation professionals, and their activities must be coordinated so that efforts are not duplicated. You must also ensure, ahead of time, that cultural resource damage assessment teams have proper credentials that will allow them on-site access to damaged collections during an emergency.

  – For states that do not have trained conservators or preservation professionals in close proximity, arrangements can sometimes be made with other states, perhaps through the *Emergency Management Assistance Compact (EMAC)*. See *www.emacweb.org*.

  – Also keep in mind that a group of American Institute for Conservation (AIC) conservators has received specialized training in response and recovery of collections. Could members of this group, known as AIC-CERT, be activated in your state? See *www.conservation-us.org*.

- **Temporary storage locations for damaged cultural resources during an emergency elsewhere in the state.** Identify potential means of transportation and decide who will coordinate this effort.

- **Methods for sharing the CCC structures developed through COSTEP with the rank-and-file cultural institutions that will need to use them.** Organization and communication strategies for cultural resources cannot be effective in an emergency unless individual institutions are aware of them and know what procedures to follow. See the *Sustaining COSTEP* section for additional discussion.

- **Formal agreements between cultural agencies/organizations within the state** that designate procedures for assisting each other with emergency response—a memo of understanding (MOU), for example.

- **Protocols for coordination between neighboring states in emergencies that cross state lines, or when help might arrive more quickly from across state lines.** In reality, many disasters occur without regard to state lines. Parts of several states or an entire region may be affected. It is also true that even when only one state (or part of a state) is affected, assistance may be more easily available from a nearby state than from elsewhere in the same state.

- **Centralized storage for institutional emergency plans or Continuity of Operations (COOP) plans.** This could provide access to salvage priorities and other important information during a large-scale emergency. Provide Internet access if possible.

Supplies and Services

- **Methods for acquiring supplies and services for cultural institutions in a large-scale emergency.** Once there is a cultural resources representative at the state/regional EOC(s), supply/service requests may be coordinated through that person. Supplies and services from outside the state may be needed, which could be prearranged through the Emergency Management Assistance Compact (EMAC). See *www.emacweb.org* for details.

- **Specific types of supplies and services that might be needed by cultural institutions.** Collect information (e.g., databases, printed lists) that already exists for such supplies and services, and share it with appropriate officials. Some EM agencies may have an online resource database to which cultural resource suppliers/service providers could be added. If this is done, all resources will need to be categorized according to standard ICS procedures.

- **Supplies that cultural institutions will need within the first 72 hours (e.g., generators) after a large-scale emergency, when it is likely that outside assistance is not immediately forthcoming.** Emergency responders will conduct a rapid assessment in the first 24 hours, once it is safe to do so. This provides a general picture of the status of roads, power, etc. After this is completed they will begin an initial assessment that looks at damage to actual buildings. Supplies that might be needed include generators and fuel, out-of-state cell phones or satellite phones, and freezer storage space for small collections. How might these be provided?

- **Procedures for assisting institutions with emergency funding and insurance issues.** Find out how relief funds are distributed in your state. These issues are difficult (and sometimes overwhelming) to address during an emergency. Provide training to cultural institutions in these procedures before a disaster occurs.

Federal Funding for Disaster Response and Recovery

Federal funding for disaster response and recovery is provided through FEMA and the Small Business Administration (SBA). This funding is available when the President has declared a federal emergency or major disaster, although there are some cases in which SBA funding is available without a Presidential declaration. In general, libraries, museums, archives, and other collecting institutions open to the general public can apply for FEMA assistance so long as they are eligible private nonprofits or part of a state, local, or tribal government.

Nonprofit collecting institutions can apply to FEMA Public Assistance for emergency protective measures and debris removal. They would apply to SBA for permanent repairs and/or collections stabilization. If SBA declines to approve an application or if the damages exceed the amount available through SBA, the institution would then apply to FEMA. State, local, or tribal governments do not apply to SBA; they apply to FEMA through their state, local, or tribal government for debris removal, permanent repairs, and/or collections stabilization.

See the Heritage Emergency National Task Force's *Guide to Navigating Federal Emergency Management Agency and Small Business Administration Disaster Aid for Cultural Institutions http://www.heritagepreservation.org/federal/Index.html)* for more information.

Early Warning

- **Identifying upcoming hazardous events and notifying those who might be affected.** Monitor the National Weather Service and other media to identify upcoming hazardous events. If notification (via email or other means) is to be provided to institutions in parts of the state that might be affected, who would do this and how?

- **Disseminating instructions on preparing for an emergency when there is advance warning** (e.g., what to do to get ready for a hurricane, flooding, winter storm, etc.). Again, who would do this? How would the information be circulated?

- **Implementing an early warning system** to notify cultural institutions when an unexpected hazardous event occurs (investigate use of the Emergency Notification System, for example).

Suggested Outcomes and Products
Essential
(requires relatively small effort and/or cost; is essential to the success of the planning effort)

- List of cultural institutions in the state, assembled geographically or by type of institution

- Identification of a lead institution to collect and organize information from affected cultural institutions in an emergency (or, if possible, a seat at the state EOC for a cultural resources representative)

- Basic Command and Control plan for cultural resource emergency response

  - A specific emergency communications plan for cultural resources (e.g., the methods of communication that will be used to convey needs and requests for assistance from affected institutions)

  - Forms for collecting standard information from affected institutions

  - If needed, procedures for directing information collected at the regional, county, or local levels to the lead institution or the cultural resources representative at the state EOC

- Basic plan for providing advance warning of some emergency events (e.g., hurricanes, storms) via email, Web site, or listserv

Enhanced
(requires additional effort and/or cost; is highly desirable, and will move the planning effort to a higher level)

- Seat at the state EOC for a cultural resources representative, as well as seats at regional, county, or local EOCs, as appropriate

- List of people who will fill the EOC seat(s), with identified alternates

- Cooperation with existing GIS initiatives to create data layers that show the location and basic attributes of cultural agencies and institutions (e.g., state and local government agencies, libraries, archival repositories, historical sites, museums, etc.)

- Formation of damage assessment teams to respond in the event of a cultural resource emergency

- Enhanced Command and Control plan for cultural resource emergency response

  - Internet-based communication methods—provide appropriate contact information and describe procedures for implementing prearranged methods (e.g., Web site, wiki, listserv)

  - Alternative communication methods (e.g., text messaging, setting up a cell-phone tower, ham radio contact); identify who would implement these and who would be contacted in these ways

  - List of potential sites for temporary storage of damaged institutional collections

– Procedures for activating damage assessment teams and/or members of AIC-CERT (American Institute for Conservation Cultural Emergency Response Team)

– Procedures for activating EMAC agreements for supplies and/or services from other states

– Formal agreements between cultural agencies/organizations within the state that designate procedures for assisting each other with emergency response—a memo of understanding (MOU), for example

– List of potential vendors and other sources of supplies and services

Excellent
(requires significant effort and/or funding; is part of a comprehensive planning program)

• Further enhanced Command and Control plan for cultural resource emergency response

– Prioritized list of collections for salvage (statewide and within vulnerable areas)

– Inclusion of collection significance/importance attributes in existing GIS data layers for cultural resources

– Procedures for use of the Emergency Notification System or other early warning system to provide information to institutions in an emergency

– Strategies for assisting institutions with emergency funding and insurance issues

• Inclusion of cultural resources in the state emergency operations plan (and/or regional, county, or local plans, as appropriate), via the ESF (emergency support function) structure or other means

• Contributions by cultural resources representatives to revisions of the state emergency operations plan (or regional, county, and/or local plans, as appropriate)

• Activities (workshops, grants, information sharing, etc.) to encourage creation of collection inventories and setting of collection salvage priorities within individual cultural institutions

• Activities (workshops, grants, technical assistance, etc.) to encourage individual institutions to develop emergency plans and COOP plans; perhaps require completion of emergency plans/COOP plans to receive state grants for other purposes
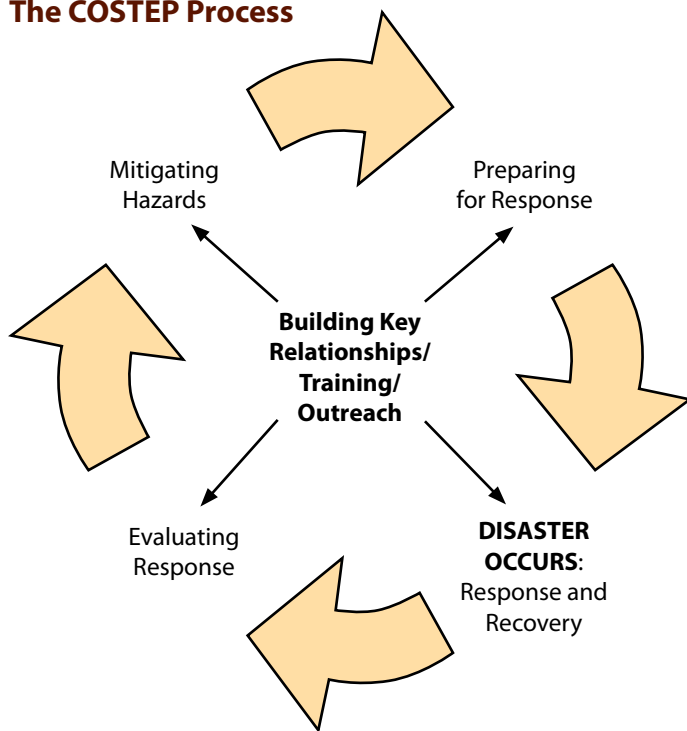
Sustaining COSTEP

COSTEP activities need to be revisited frequently if they are to be successful. Training exercises should be held to test the response strategies you have devised. Strategies for mitigation and response need to be updated and improved according to lessons learned from actual emergencies. Changes must also be made as initial objectives are achieved and additional goals are set; states should move from Essential to Excellent preparedness over the course of time.

Perhaps most important, relationships among cultural institutions and emergency managers must be maintained and nurtured. Ongoing activity depends significantly on the enthusiasm of the individuals involved, so burnout and staff turnover have the potential to compromise COSTEP significantly over the long term. It is hoped that COSTEP will become a permanent part of the overall emergency planning landscape in your state, but this will not happen without sustained effort.

As you have seen, it is helpful to think of the COSTEP process as analogous to the emergency management cycle, in which activities are constantly evaluated and improved.

The COSTEP Process

Mitigating Hazards

Preparing for Response

Building Key Relationships/ Training/ Outreach

Evaluating Response

DISASTER OCCURS: Response and Recovery

Three activities that are key to the long-term success of COSTEP must be ongoing:

- **Building Relationships**: If emergency managers are not on board and/or portions of the cultural community are not supportive of COSTEP, the statewide action plan cannot be successful.

- **Training**: Response strategies must be tested to identify weaknesses and determine additional mitigation activities. Training also educates the cultural community about emergency management, and the EM community about cultural resources.

- **Outreach**: If individual cultural institutions, groups of institutions, and regional, county, and/or local emergency managers are to participate in COSTEP, they must understand what COSTEP is and how it works.

Though COSTEP has primarily a statewide focus, a secondary goal is to encourage emergency planning for cultural resources on the regional, county, city or town, and even institutional levels—reflecting the reality that all response is ultimately local. Ideally, individual institutional emergency plans would be coordinated with local plans and multi-jurisdictional plans, which would in turn be coordinated with the overall state emergency plan.

It may be helpful to revisit the preparedness checklists provided in *Appendix A* periodically to see whether COSTEP activities have changed the status of emergency preparedness statewide.

Suggested Participants

As previously noted, the number and types of participants will vary depending on the state. See *Who Should Participate* for a general discussion. Participants may include all or some of those who have taken part in other phases of COSTEP, depending on their interest in and knowledge about training and outreach. Because of their expertise, representatives from state, regional, county, and/or local EOCs should be included in discussions about tabletop and other training exercises for emergency response.

Objectives

- Build new relationships and sustain existing relationships among cultural community members and emergency managers.

- Educate cultural institutions about emergency management and emergency managers about cultural resources.

- Provide opportunities for cultural agencies/institutions and emergency managers to participate in tabletop and other emergency response exercises that include cultural resources.

- Encourage post-emergency evaluation to improve mitigation activities and future response.

- Raise awareness about COSTEP within the larger EM and cultural resource communities.

- Provide for ongoing update of data that have been collected during the COSTEP process (e.g., keep all COSTEP-related lists, databases, and Web sites current).

Preparation

Gather information on existing statewide training opportunities—both those offered specifically for cultural institutions and those offered primarily for EM personnel.

Topics for Discussion

- **The current status of relationships within the cultural community, and between the cultural community and the emergency management community.** Are there subsets of the cultural community that still need to be brought into COSTEP? How might this be done? How can existing relationships with emergency managers be strengthened? Are there any problems that need to be addressed?

- **Types of emergency management training needed for the COSTEP team.** Discuss and prioritize any training needs that may have been identified during previous meetings. Emphasis should be placed on training that has not traditionally been provided for cultural institutions, such as ICS, CERT, COOP, crisis management, and/or communications training. What types of training are available (e.g., traditional workshops, online training)? What types of new training could or should be offered? How would this be funded? Note that CERT training is available in each state. Whenever possible, encourage in-person rather than Web-based training because it provides more opportunity for personal interaction and networking.

- **Methods for funding training for the COSTEP team.** Can this be supported through institutional funding, particularly if the training can be useful to the institution? Can free training be utilized? Can the state EM agency support training?

- **Strategies for including cultural resource needs in existing emergency management training.** Identify major avenues of training for emergency managers and first responders in your state. Brainstorm about how to incorporate information about the needs of cultural resources into that training.

- **Content, format, and potential participants for statewide emergency response exercises for cultural resources.** What types of exercises are most needed? Consider holding exercises specifically for the COSTEP team to refine com-

What Are Emergency Exercises?

Emergency exercises are conducted to evaluate the effectiveness of emergency operations plans, to train participants, and to cultivate teamwork. Exercise scenarios may not match what happens in a real emergency, but practicing will make those involved better prepared to respond to any type of emergency.

Exercises fall into two general categories: discussion-based and operations-based. Emergency managers recommend a building-block approach, in which each successive exercise is larger in scope and more complex than the last.

Discussion-Based Exercises

Seminar: primarily a teaching tool to orient participants to new or existing plans.

Workshop: led by a facilitator, it generally develops new procedures through discussion and produces a written product.

Tabletop Exercise (TTX): a problem-solving discussion that tests a hypothetical scenario without actually deploying resources; involves senior staff, officials, and other key personnel.

Game: a step up from a TTX, this is a simulation of operations that has specific rules, data, and procedures. It explores the decision-making process and its consequences, and may involve two or more teams.

Operations-Based Exercises

Drill: an activity, carried out by one agency or organization, that tests a specific operation or function.

Functional Exercise: a test of multiple operations or functions that may involve more than one agency/organization; uses simulated deployment of resources and personnel.

Full-Scale Exercise: a test that deploys resources and personnel as if an emergency had occurred; includes multiple agencies/organizations and evaluates response under crisis conditions.

mand and control procedures that have been devised. Also explore the possibility that team members (ideally, those that have been designated to fill the cultural resources seat at the state EOC) might participate in a response exercise held by the state EM agency.

- **Methods for evaluating the results of emergency response exercises and making changes to COSTEP procedures.** How will evaluations be conducted? Who will be involved? Who will ensure that the necessary changes are made?

- **Strategies for reaching out to regional, county, and/or local emergency managers to convey COSTEP's message and activities.** How will you make them aware of COSTEP and encourage them to work with their local cultural institutions to implement it? Emphasize simple strategies that do not require significant time and effort on the part of emergency managers, who have many competing responsibilities and limited time and resources.

- **Methods for reaching out to rank-and-file cultural institutions to educate them about COSTEP's message and activities.** How will you communicate with institutions to make them aware of COSTEP and encourage them to participate? Possibilities include brochures, Web sites, listservs, workshops, and presentations at professional meetings.

  - **Specific information that must be conveyed to rank-and-file cultural institutions about COSTEP.** Cultural institutions should be educated about general EM procedures (e.g., ICS, local/state/federal EM structures); the COSTEP response process (e.g., whom do institutions contact to convey status and needs in an emergency, and how); and ongoing COSTEP hazard mitigation efforts.

  - **Strategies for encouraging rank-and-file cultural institutions to improve their own site-specific emergency preparedness.** Areas that might need improvement include hazard mitigation within their buildings, creation or improvement of an emergency plan, establishment of salvage priorities, and preparation of a COOP plan. Although COSTEP's focus is at the state level, any activity that occurs at the institutional level will strengthen COSTEP. Work through existing workshop and grant programs wherever possible.

- **Methods for ongoing update of all data that have been collected during the COSTEP process** (e.g., lists of cultural resources, databases, and Web sites). This updating could be tied to other activities, such as periodic updating of state hazard mitigation plans and/or state emergency operations plans.

Suggested Outcomes and Products
Essential
(requires relatively small effort and/or cost; is essential to the success of the planning effort)

- List of informal, low-cost activities to sustain and/or improve relationships among the cultural and EM communities (e.g., periodic phone contact, quarterly meetings, networking at professional meetings)

- List of COSTEP team members who have basic EM training through online courses and/or in-person training

- List of EM training opportunities that currently exist for cultural institutions

- Basic, low-cost outreach methods for sharing COSTEP's message and activities with the larger cultural community (e.g., mailings, existing listservs, wikis, and/or workshops, presentations at professional meetings)

- Basic, low-cost outreach methods for sharing COSTEP's message and activities with regional, county, and/or local emergency managers (e.g., mailings, existing listservs, presentations at professional meetings)

- Basic tabletop exercise(s) for the COSTEP team depicting a statewide emergency involving cultural resources

- Evaluation of basic tabletop exercise(s) and list of improvements needed for the COSTEP response plan

Enhanced
(requires additional effort and/or cost; is highly desirable, and will move the planning effort to a higher level)

- Ongoing formal activities to sustain and/or improve relationships among the cultural and EM communities (e.g., regular COSTEP meetings, listserv or wiki participation, Alliance for Response Forum)

- List of COSTEP team members with advanced EM training, as appropriate (e.g., CERT, crisis management, COOP), through online or face-to-face courses

- Plan for updating all lists, databases, and Web sites produced during the COSTEP process

- Additional outreach methods for sharing COSTEP's message and activities with the larger cultural community (e.g., brochures, creation of a COSTEP Web site or wiki, a one-day COSTEP informational meeting)

- Additional outreach methods for sharing COSTEP's message and activities with regional, county, and/or local emergency managers (e.g., brochures or other publicity, a presentation at a regularly scheduled EM meeting)

- Participation in state EM agency tabletop and/or functional exercise(s) depicting a statewide emergency that includes cultural resources. Ideally, those designated to fill the cultural resources seat at the state EOC would participate

- Participation in state EM agency evaluation of tabletop and/or functional exercise(s)

- Evaluation of the state EM agency tabletop and/or functional exercise(s) by the COSTEP team, focusing on necessary changes to the COSTEP response plan

Excellent

(requires significant effort and/or funding; is part of a compre-hensive planning program)

- A permanent EM coalition between cultural institutions and emergency managers within the state, with regular meetings and funding for activities

- List of COSTEP team members with comprehensive and regularly updated EM training in a variety of subjects, as ap-propriate (through face-to-face courses whenever possible)

- Comprehensive and ongoing outreach methods for shar-ing COSTEP's message and activities with the larger cultural community (e.g., maintenance of a permanent COSTEP Web site or wiki, ongoing workshops, informational mail-ings, and presentations to encourage hazard mitigation, general emergency preparedness, and participation in the established COSTEP emergency response process)

- Comprehensive and ongoing methods for sharing COSTEP's message and activities with regional, county, and/or local emergency managers (e.g., maintenance of a permanent COSTEP Web site or wiki, ongoing workshops, informational mailings, and/or presentations to encourage contact with local cultural institutions about the established COSTEP emergency response process)

- Participation in state EM agency full-scale exercise(s) and evaluation

- Evaluation of state EM agency full-scale exercise(s) by the COSTEP team, focusing on necessary changes to the COSTEP response plan

APPENDIX A
Action Checklists

The checklists in this section are intended to assist the COSTEP planning process. They include:

- *Lead Institution Preparedness Checklist:* A checklist to evaluate the readiness of COSTEP lead institutions to respond to emergencies in their own facilities. Agencies/institutions that are prepared for emergencies will be better situated to assist others during a widespread disaster.

- *Key Relationships Checklist:* A checklist of organizations, agencies, and institutions that might be recruited for participation in COSTEP.

- *Essential Preparedness Checklist:* A summary of the Essential preparedness activities for each phase of COSTEP (activities that involve relatively small effort and/or cost, and are essential to the success of the planning effort).

- *Enhanced Preparedness Checklist:* A summary of the Enhanced preparedness activities for each phase of COSTEP (activities that involve additional effort and/or cost, but are highly desirable and will move the planning effort to a higher level).

- *Excellent Preparedness Checklist:* A summary of the Excellent preparedness activities for each phase of COSTEP (activities that require significant effort and/or funding, and/or are part of a comprehensive emergency preparedness program).

Lead Institution Preparedness Checklist

It is important to ascertain the status of emergency preparedness within the individual institutions participating in the startup meeting(s). Those that are prepared for emergencies will be better situated to assist others during a widespread disaster.

Name of Agency/Institution: _____

❑ The agency/institution has an emergency preparedness and recovery plan in place

❑ The plan is up to date and is updated annually

❑ The agency/institution has a continuity of operations (COOP) plan

❑ The COOP plan is up to date and is updated annually

❑ Emergency response drills are held for staff and volunteers on a regular basis (indicate frequency under "Comments")

The emergency preparedness and recovery plan includes:

❑ Salvage priorities (i.e., which records/collections should be recovered first in an emergency)

❑ Mechanisms for communicating in an emergency and for coordinating Command and Control

❑ Contact information for staff, emergency services, important suppliers and service providers, etc.

❑ Prearranged vendor contracts

❑ Evacuation procedures

❑ Floor plans showing locations and shut-offs for important services and equipment (e.g., smoke detectors, fire alarms, water, electricity)

❑ Response procedures for specific threats (e.g., fire, water, severe weather, contamination, bomb threat)

❑ Procedures and instructions for salvage and recovery of various types of media

❑ Regular staff member review of the contents of the plan to ensure familiarity with it (indicate frequency under "Comments")

Comments:

Key Relationships Checklist

The following is a list of potential participants in your COSTEP project (all may not be applicable to every state). Use this form to keep track of their involvement in COSTEP and actions needed to improve relationships among them. Contact with these participants should move from brief, one-time meetings and phone conversations to extensive, regular communication and meetings, as appropriate.

	Status (e.g., lead agency/ institution, participant, yet to be contacted)	Comments/Actions Needed
State Agencies		
State emergency management agency		
Regional emergency management entities		
State archives and records management agency		
State library agency		
State library		
State museum (if responsible for museums statewide)		
State parks		
State historical society		
State historic preservation office (SHPO)		
Tribal historic preservation office (THPO)		
Chief information officer and/or state information technology agency		
Capital asset management agency		
Environmental management agency		
Governor's office		
Office of public safety		
Office of public health		
Other (specify):		
Local Government		
Local emergency management agencies		
County emergency management agencies		
County officials (e.g., registries of deeds/ probate, land records)		
City or town clerk office		
Mayor's office		
Other (specify):		

Federal Agencies		
National Archives and Records Administration (NARA) regional office serving the state		
Federal Emergency Management Agency (FEMA) regional office serving the state		
National Park Service (NPS) regional office serving the state		
Other (specify):		

Other Professional Associations & Organizations		
Archaeological repositories or sites		
Archives		
Archival associations		
Arts commissions		
Performing arts organizations		
Churches/religious organizations		
Conservators or preservation/conservation organizations/associations		
Historical commissions		
Historical societies		
Historic sites		
National Heritage Areas		
National Trust for Historic Preservation regional offices and/or Main Street coordinating programs		
Information management chapters/associations		
Libraries and library associations		
Museums and museum associations		
Records management chapters/associations		
Zoos, aquariums, nature centers, arboretums (nonliving collections only)		
Other (specify):		

Essential Preparedness Checklist

(requires relatively small effort and/or cost; is essential to the success of the planning effort)

Building Key Relationships

❑ List of agencies, institutions, and organizations participating in COSTEP to date

❑ Written summary of the status of emergency preparedness for cultural resources within the state

❑ List of additional agencies, institutions, and organizations to be recruited to participate in COSTEP

❑ List of leadership team members and their full contact information

❑ Prioritized list of initial COSTEP goals and next steps

❑ Approved mission statement for COSTEP in your state

❑ If needed, date(s) for one or more additional Building Relationships discussions

❑ Date(s) for meetings/discussions of the leadership team and the larger group to address the next phases of COSTEP

Mitigating Hazards

❑ List of cultural institutions in the state, assembled geographically or by type of institution

❑ Relationship developed with hazard mitigation planning officials in your state

❑ Appointment of a committee or task force to investigate GIS options

❑ Prioritized list of statewide risks to cultural resources, derived from risks set out in the state hazard mitigation plan (and/or regional/county plans, as appropriate), and using the same categories and/or rating systems

❑ Appointment of one or more committees to identify potential mitigation actions for identified risks to cultural resources

Preparing for Response

❑ List of cultural resource institutions in the state, assembled geographically or by type of institution

❑ Identification of a lead institution to collect and organize information from affected cultural institutions in an emergency (or, if possible, a seat at the state EOC for a cultural resources representative)

❑ Basic Command and Control plan for cultural resource emergency response

  ❑ A specific emergency communications plan for cultural resources (e.g., the methods of communication that will be used to convey needs and requests for assistance from affected institutions)

  ❑ Forms for collecting standard information from affected institutions

  ❑ If needed, procedures for directing information collected at the regional, county, or local levels to the lead institution or the cultural resources representative at the state EOC

❑ Basic plan for providing advance warning of some emergency events (hurricanes, storms) via email, Web site, or listserv

Sustaining COSTEP

❑ List of informal, low-cost activities to sustain and/or improve relationships among the cultural and EM communities (e.g., periodic phone contact, quarterly meetings, networking at professional meetings)

❑ List of COSTEP team members who have basic EM training through online courses and/or in-person training

❑ List of EM training opportunities that currently exist for cultural institutions

❑ Basic, low-cost outreach methods for sharing COSTEP's message and activities with the larger cultural community (e.g., mailings, existing listservs, wikis, and/or workshops, presentations at professional meetings)

❑ Basic, low-cost outreach methods for sharing COSTEP's message and activities with regional, county, and/or local emergency managers (e.g., mailings, existing listservs, presentations at professional meetings)

❑ Basic tabletop exercise(s) for the COSTEP team depicting a statewide emergency involving cultural resources

❑ Evaluation of basic tabletop exercise(s) and list of improvements needed for the COSTEP response plan

Enhanced Preparedness Checklist

(requires additional effort and/or cost; is highly desirable, and will move the planning effort to a higher level)

Building Key Relationships

❏ Detailed, written plan for proceeding with COSTEP activities (e.g., prioritized issues to address, structure for the planning effort, future meeting schedules, and participants for future discussions and activities)

❏ Web site or wiki to communicate information about COSTEP activities to participants and other interested agencies, institutions, and organizations within the state

Mitigating Hazards

❏ Prioritized list of statewide mitigation activities needed for cultural resources

❏ Strategy for including cultural resources in future revisions of state hazard mitigation plan (and regional/county plans, as appropriate)

❏ Plan for cooperation with existing GIS initiatives (or for starting a GIS initiative) to create data layers showing the location and basic attributes of cultural resource institutions

❏ Strategies for encouraging communities in high-risk areas to develop local hazard mitigation plans that include cultural resources

❏ Statewide criteria for determining the relative importance or significance of cultural resources

Preparing for Response

❏ Seat at the state EOC for a cultural resources representative, as well as seats at regional, county, or local EOCs, as appropriate

❏ List of people who will fill the EOC seat(s), with identified alternates

❏ Cooperation with existing GIS initiatives to create data layers that show the location and basic attributes of cultural agencies and institutions (e.g., state and local government agencies, libraries, archival repositories, historical sites, museums, etc.)

❏ Formation of damage assessment teams to respond in the event of a cultural resource emergency

❏ Enhanced Command and Control plan for cultural resource emergency response

  ❏ Internet-based communication methods—provide appropriate contact information and describe procedures for implementing pre-arranged methods (e.g., Web site, wiki, listserv)

❏ Alternative communication methods (e.g., text messaging, setting up a cell-phone tower, ham radio contact); identify who would implement these and who would be contacted in these ways

❏ List of potential sites for temporary storage of damaged institutional collections

❏ Procedures for activating damage assessment teams and/or members of AIC-CERT (American Institute for Conservation Cultural Emergency Response Team)

❏ Procedures for activating EMAC agreements for supplies and/or services from other states

❏ Formal agreements between cultural agencies/organizations within the state that designate procedures for assisting each other with emergency response—a memo of understanding (MOU), for example

❏ List of potential vendors and other sources of supplies and services

Sustaining COSTEP

❏ Ongoing formal activities to sustain and/or improve relationships among the cultural and EM communities (e.g., regular COSTEP meetings, listserv or wiki participation, Alliance for Response Forum)

❏ List of COSTEP team members with advanced EM training, as appropriate (e.g., CERT, crisis management, COOP), through online or face-to-face courses

❏ Plan for updating all lists, databases, and Web sites produced during the COSTEP process

❏ Additional outreach methods for sharing COSTEP's message and activities with the larger cultural community (e.g., brochures, creation of a COSTEP Web site or wiki, a one-day COSTEP informational meeting)

❏ Additional outreach methods for sharing COSTEP's message and activities with regional, county, and/or local emergency managers (e.g., brochures or other publicity, a presentation at a regularly scheduled EM meeting)

❏ Participation in state EM agency tabletop and/or functional exercise(s) depicting a statewide emergency that includes cultural resources. Ideally, those designated to fill the cultural resources seat at the state EOC would participate.

❏ Participation in state EM agency evaluation of tabletop and/or functional exercise(s)

❏ Evaluation of the state EM agency tabletop and/or functional exercise(s) by the COSTEP team, focusing on necessary changes to the COSTEP response plan

Excellent Preparedness Checklist

(requires significant effort and/or funding; is part of a comprehensive planning program)

Building Key Relationships

❑ Alliance for Response (or similar) Forum to help build relationships and communicate information about COSTEP to individual institutions and organizations within the state

❑ List of possible funding sources for COSTEP activities

Mitigating Hazards

❑ Statewide list of cultural resources prioritized by relative importance/significance

❑ Inclusion of cultural resource significance/importance attributes in existing GIS data layers

❑ Cultural resources mitigation activities take into account relative importance or significance of resources

❑ Cultural resource mitigation activities are included in state hazard mitigation plan (and regional/county plans, as appropriate)

❑ Established strategy for cultural institution to provide input, on an ongoing basis (every three years), to updates of the state hazard mitigation plan (and regional/county plans, as appropriate)

❑ Strategies for undertaking multi-state hazard mitigation planning

Preparing for Response

❑ Further enhanced Command and Control plan for cultural resource emergency response

   ❑ Prioritized list of collections for salvage (statewide and within vulnerable areas)

   ❑ Inclusion of collection significance/importance attributes in existing GIS data layers for cultural resources

   ❑ Procedures for use of the Emergency Notification System or other early warning system to provide information to institutions in an emergency

   ❑ Strategies for assisting institutions with emergency funding and insurance issues

❑ Inclusion of cultural resources in the state emergency operations plan (and/or regional, county, or local plans, as appropriate), via the ESF (emergency support function) structure or other means

❑ Contributions by cultural resources representatives to revisions of the state emergency operations plan (or regional, county, and/or local plans, as appropriate)

❑ Activities (workshops, grants, information sharing, etc.) to encourage creation of collection inventories and setting of collection salvage priorities within individual cultural institutions

❑ Activities (workshops, grants, technical assistance, etc.) to encourage individual institutions to develop emergency plans and COOP plans; perhaps require completion of emergency plans/COOP plans to receive state grants for other purposes

Sustaining COSTEP

❑ A permanent EM coalition between cultural institutions and emergency managers within the state, with regular meetings and funding for activities

❑ List of COSTEP team members with comprehensive and regularly updated EM training in a variety of subjects, as appropriate (through face-to-face courses whenever possible)

❑ Comprehensive and ongoing outreach methods for sharing COSTEP's message and activities with the larger cultural community (e.g., maintenance of a permanent COSTEP Web site or wiki, ongoing workshops, informational mailings, and presentations to encourage hazard mitigation, general emergency preparedness, and participation in the established COSTEP emergency response process)

❑ Comprehensive and ongoing methods for sharing COSTEP's message and activities with regional, county, and/or local emergency managers (e.g., maintenance of a permanent COSTEP Web site or wiki, ongoing workshops, informational mailings, and/or presentations to encourage contact with local cultural institutions about the established COSTEP emergency response process)

❑ Participation in state EM agency full-scale exercise(s) and evaluation

❑ Evaluation of state EM agency full-scale exercise(s) by the COSTEP team, focusing on necessary changes to the COSTEP response plan

APPENDIX B
Training Opportunities

The following list describes a variety of training opportunities. Some are directed primarily at emergency managers, but will help cultural resource managers better understand standard emergency management procedures. Others are specifically designed for cultural resource institutions. Refer to the *COSTEP Web site, www.nedcc.org/disaster/costep.php* for the most up-to-date listing.

Citizen Corps *Community Emergency Response Team* **(CERT).** This program helps train people to be better prepared to respond to emergency situations in their communities. The CERT course is taught in the community by a trained team of first responders who have completed a CERT Train-the-Trainer course conducted by their state training office for emergency management or FEMA's Emergency Management Institute (EMI). CERT training includes disaster preparedness, disaster fire suppression, basic disaster medical operations, and light search-and-rescue operations.

Council of State Archivists (CoSA) *Records-Related Emergency Preparedness Training*. Includes links to the training being developed by the FEMA-funded Intergovernmental Preparedness for Essential Records (IPER) project; to National Archives and Records Administration (NARA) training on vital records and emergency preparedness; and to training offered by state archives and records management programs.

FEMA *Emergency Management Institute (EMI) Independent Study (IS) Program*.
(See also the list of FEMA online courses at the Heritage Preservation entry, below.)

    IS 100.A Introduction to the Incident Command System, I-100. This course introduces the Incident Command System (ICS) and provides the foundation for higher-level ICS training. This course describes the history, features, principles, and organizational structure of the Incident Command System. It also explains the relationship between ICS and the National Incident Management System (NIMS).

    IS 120.A An Introduction to Exercises. This course introduces the basics of emergency management exercises and builds a foundation for subsequent exercise courses, which provide the specifics of the Homeland Security Exercise and Evaluation Program (HSEEP) and the National Standard Exercise Curriculum (NSEC). The course provides an overview of managing an exercise program, designing and developing an exercise, conducting an exercise, evaluating an exercise, and developing and implementing an improvement plan.

IS 130 Exercise Evaluation and Improvement Planning. This course introduces the basics of emergency management exercise evaluation and improvement planning. It also builds a foundation for exercise evaluation concepts as identified in the Homeland Security Exercise and Evaluation Program (HSEEP).

IS 139 Exercise Design. This course covers the purpose, characteristics, and requirements of three main types of exercises: tabletop exercise, functional exercise, and full-scale exercise. It also covers exercise evaluation, exercise enhancements, and designing a functional exercise.

IS 200.A ICS for Single Resources and Initial Action Incidents. This course is designed to enable personnel to operate efficiently during an incident or event within the Incident Command System (ICS). It provides training on and resources for personnel who are likely to assume supervisory positions within the ICS.

IS 317 Introduction to Community Emergency Response Teams. This course serves as an introduction to CERT for those wanting to complete training or as a refresher for current team members. It has six modules with topics that include: Introduction to CERT, Fire Safety, Hazardous Material and Terrorist Incidents, Disaster Medical Operations, and Search and Rescue. To become a CERT volunteer, however, you must complete the classroom training offered by a local government agency, such as your emergency management agency, or fire or police department.

IS 800.B National Response Framework, An Introduction. This course introduces participants to the concepts and principles of the National Response Framework.

IS 811 ESF #11 – Agriculture and Natural Resources Annex. As part of the National Response Framework, Emergency Support Functions (ESFs) are primary mechanisms at the operational level used to organize and provide assistance. This course introduces Emergency Support Function (ESF) #11 – Agriculture and Natural Resources Annex.

FEMA Cultural Heritage Training Program. Currently in development, this training will educate emergency managers about the needs of cultural resources.

Heritage Preservation. *Online Courses in Emergency Management for Cultural Heritage Responders.* A list of selected online courses available from FEMA's Independent Study Program of the Emergency Management Institute. Courses are grouped into categories: essential for all responders, important for regional response, helpful to response team leaders, and additional courses of interest. This site also provides links to several general preservation course calendars that may include courses on emergency preparedness for cultural resources.

Professional Organizations that offer periodic training in emergency preparedness and response for cultural resources.

American Institute for Conservation (AIC). *Workshops.*

AIC Collections Emergency Response Team (CERT). The mission of AIC-CERT is to respond to the needs of cultural institutions during emergencies and disasters through coordinated efforts with first responders, state agencies, vendors, and the public. AIC received funding from the Institute of Museum and Library Services in 2007 to support an advanced training program for conservators and other museum professionals that resulted in a force of 60 "rapid responders" trained to assess damage and initiate salvage of cultural collections after a disaster has occurred. It is hoped that additional training will occur in the future.

American Association for State and Local History (AASLH). *Workshop Series.*

American Association of Museums (AAM). Training is also available through the six regional museum associations (*Association of Midwest Museums*, *Mid-Atlantic Association of Museums*, *Mountain Plains Museums Association*, *New England Museum Association*, *Southeastern Museums Conference*, *Western Museums Association*) and many state associations.

Society of American Archivists (SAA). *Conference/Workshop Calendar*.

Regional Alliance for Preservation. Members offer periodic classes and workshops on emergency preparedness and response for cultural resources:

Amigos Library Services. *Course Catalog*. Browse subject categories for "Preservation."

Conservation Center for Art and Historic Artifacts (CCAHA). *Program Calendar*.

Intermuseum Conservation Association (ICA). *Current Programs.*

LYRASIS. *Preservation Classes*.

Midwest Art Conservation Center (MACC). *Workshops.*

Northeast Document Conservation Center (NEDCC). *Training Calendar.*

Western States and Territories Preservation Assistance Service (WESTPAS). *Course Schedule*.

A P P E N D I X   C
Glossary of Terms and Acronyms

Definitions for the terms in the COSTEP Glossary have been adapted from a variety of sources and/or devised specifically for COSTEP. Additional resources for related terminology are listed at the end of the Glossary.

The Glossary is divided into four sections:

- *Basic COSTEP Terms*—definitions crucial to understanding and carrying out COSTEP activities

- *Cultural Community Terms*—definitions that may be unfamiliar to emergency managers, or that may be useful if different types of cultural institutions are unfamiliar with each other's activities

- *Standard Emergency Management Terms*—more specialized terms and acronyms that are generally unfamiliar to cultural institutions

- *Acronyms*—a quick reference to the emergency management and cultural resource acronyms used in COSTEP

Basic Costep Terms

Cultural Resources	Nonliving individual objects and collections with artistic, educational, historic, scientific, or social importance to a community. They might be housed in libraries, archives, museums, public records repositories, historic properties, or other repositories. They might include furniture, textiles, archaeological specimens, works of art, books, archives, etc.
Disaster	**An event that results in significant/major loss of, damage to, or destruction of natural and** cultural resources and/or historic properties (NCH).
Emergency	Any incident, whether natural or man-made, that requires responsive action to protect human life, natural and cultural resources, and/or historic properties.
Emergency Management	Organized analysis, planning, decision making, and assignment of available resources to prevent, mitigate the effect of, prepare for, respond to, and recover from the effects of emergencies. **USE FOR:** Disaster preparedness and response Emergency preparedness and response
Emergency Managers	Officials usually affiliated with city, county, state, tribal, or federal government who play a coordinating role before, during, and after emergencies and disasters. **USE FOR:** Emergency officials
Emergency Operations Plan (EOP) or Comprehensive Emergency Management Plan (CEMP)	The ongoing plan maintained by a state, locality, or individual institution for responding to a wide variety of potential emergencies involving natural and cultural resources and/or historic properties. **USE FOR:** Disaster plan Emergency plan Emergency preparedness and response plan
Emergency Planning	The planning activities undertaken to prevent, mitigate the effect of, prepare for, respond to, and recover from emergencies and disasters. **USE FOR:** Disaster planning Disaster mitigation planning

Basic Costep Terms CONTINUED

Essential Records	Records needed to assist in emergency response, resume or continue institutional operations, and/or protect health, safety, property, and rights. Essential records and cultural resource collections may overlap because some records with critical short-term value will also be culturally significant, and vice versa. **USE FOR:** Emergency operating records Vital records
First Responders	Professionals dispatched through the 911 system, including firefighters, police, paramedics, National Guard, and Coast Guard.
Hazard	A source of potential danger or damage; may be man-made or natural.
Hazard Mitigation	Action(s) taken to reduce or eliminate long-term risks to human life, natural and cultural resources, and/or historic properties. Addresses both natural and man-made hazards. *See also:* **Hazard**, **Risk**, **Risk Analysis** **USE FOR:** Mitigation Risk management
Hazard Mitigation Plan	A systematic description of hazards facing a particular state, locality, or institution, and actions to be taken to minimize vulnerability to them.
Historic Properties	Any prehistoric or historic sites, districts, buildings, or structures included in, or eligible for, the National Register maintained by the Secretary of the Interior. Includes artifacts, records, and remains that are related to or located within the properties. *See also:* **NCH [Natural, Cultural, and Historic] Resources**, which is used in the National Response Framework and includes natural and cultural resources and historic properties.
Risk	The negative effect of a particular hazard event on human life, natural and cultural resources, historic properties, and/or services provided by an institution.
Risk Assessment	Evaluation of hazards that might cause injury, damage, or loss, and calculation of the probability of occurrence and the expected consequences for identified hazards. As a result of analysis, risk levels are often described as high, moderate, or low. **USE FOR:** Hazard Identification and Risk Assessment (HIRA) Hazard vulnerability analysis Risk analysis

Cultural Community Terms

Archives (also **Archive, Archival**)	Can refer to one or more collections or institutions, or to the profession of administering those collections or institutions. 1. Materials created or received by a person, family, or organization, whether public or private; 2. Permanent records; 3. The division within an organization that maintains the organization's records of permanent value; 4. An organization that collects archival records; 5. The building (or portion thereof) that houses archival collections.
Collection	A group of materials with some unifying characteristic, or that have been assembled from a variety of sources; an artificial collection; or the holdings of an institution or repository.
Historical Society	An organization that seeks to preserve and promote interest in the history of a town, area, time period, or subject.
Library	A collection of published materials, including books, magazines, sound recordings, DVDs, etc., or the building used to house such materials.
Local Government	A county, municipality, city, town, township, village, or other public entity. Includes tribes or authorized tribal entities, or in Alaska, a Native Village or Alaska Regional Native Corporation.
Museum	A public or private nonprofit agency or institution, organized on a permanent basis for essentially educational or aesthetic purposes, that owns or uses objects, cares for them, and exhibits them to the public on a regular basis.
Public Record	Information, created or received by a government agency in the course of business, that is preserved for future reference.
Records Management	The administration of records throughout their lifecycle, including creation, use, handling, control, maintenance, and disposition.
Repository	Any type of organization that holds cultural resource collections, including archives, libraries, museums, historical societies, and historic properties.
Vital Statistics	Public records required by law that document significant life events, such as births, deaths, and marriages.

Standard Emergency Management Terms

(If a source is cited, the definition was taken directly from that source; otherwise, definitions have been adapted from various sources.)

Agency	Refers to either a division of government with a specific function or a nongovernmental organization (e.g., private contractor, business, etc.) that offers a particular kind of assistance. In the Incident Command System, agencies may be jurisdictional (having statutory responsibility for incident management) or assisting/cooperating (providing resources or other assistance).
Community Emergency Response Team (CERT)	CERT training educates people within a community about emergency preparedness for hazards that may impact their area, and trains them in basic emergency response skills, such as fire safety, light search and rescue, team organization, and emergency medical operations.
Continuity of Operations (COOP) Plan	A written plan that ensures the continuity of essential functions of a government agency, a commercial business, and/or a private nonprofit or other organization in the event of an emergency. The plan should identify the vital information, personnel, and other resources required to continue the essential functions of the organization, and it should set out strategies for ensuring their safety and security. **USE FOR:** Business continuity planning
Critical Infrastructure	Systems, assets, and networks, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.—from National Response Framework Resource Center, Glossary/Acronyms
Damage Assessment Team	A team put together to assess the effects of an emergency or disaster, which areas were hardest hit, what type of damage was done, what situations must be given priority, and what types of assistance are needed.
Department of Homeland Security (DHS)	Established in 2002, DHS is a Cabinet-level department of the federal government responsible for protecting against terrorist attacks and other domestic emergencies, including responding to natural disasters. The Federal Emergency Management Agency (FEMA) is a part of DHS.
Emergency Management Assistance Compact (EMAC)	A congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, states can request and receive assistance from other member states without worrying about liability or reimbursement.
Emergency Operations Center (EOC)	The physical location where the coordination of information and resources to support on-scene emergency operations takes place. An EOC may be temporary or permanent, and it may be organized by functional disciplines (e.g., fire, law enforcement, medical services) or by jurisdiction (e.g., federal, state, regional, tribal, city, county), or by some combination of the two.
Emergency Support Functions (ESFs)	Used by the federal government and many state governments as the primary mechanism, at the operational level, to organize and provide assistance. ESFs group capabilities and resources into those functions that would most likely be needed during an incident (e.g., Transportation, Communications, Public Works, Engineering). Historic properties and natural and cultural resources are covered under the federal ESF #11 – Agriculture and Natural Resources.
Federal Coordinating Officer (FCO)	Designated in the National Response Framework, a senior FEMA official who coordinates federal support activities for Stafford Act events. The FCO is the primary federal representative with whom the State Coordinating Officer and other state, tribal, and local response officials work to determine the most urgent needs and set objectives for an effective response in collaboration with the Unified Coordination Group. *See also:* **Stafford Act**, **State Coordinating Officer**, **Unified Coordination Group**

Standard Emergency Management Terms CONTINUED

Federal Emergency Management Agency (FEMA)	The component of the Department of Homeland Security (DHS) that is responsible for mitigating hazards on the national level and managing federal response and recovery efforts following any national incident. Statutory authority for FEMA disaster response activities is provided by the Stafford Act. *See also:* **Stafford Act**
Governor's Authorized Representative	A senior state official who works with federal representatives to ensure smooth cooperation, identify the state's needs, represent the governor in the Unified Coordination Group, and coordinate and supervise the state disaster assistance program. *See also:* **State Coordinating Officer**, **Unified Coordination Group**
Incident	An occurrence or event (natural or man-made) that requires a response to protect life or property. Incidents can include terrorist attacks, civil unrest, wildfires, floods, hazardous materials spills, nuclear accidents, earthquakes, hurricanes, tornadoes, public health and medical emergencies, and other occurrences.
Incident Command System (ICS)	A management system for organizing emergency response. ICS uses a consistent structure and procedures designed to successfully integrate widely differing organizations during an emergency. A key feature of ICS is its flexibility; it can be used in both large and small events by expanding or contracting its structure. ICS is used for all kinds of emergencies, by various jurisdictions and functional agencies, both public and private, to organize on-scene incident management operations.
Incident Commander	The individual with overall authority for directing all on-scene incident activities, including the development of strategies, tactics, and action plans and the ordering and release of resources.
Joint Field Office (JFO)	A temporary facility that is established to facilitate and coordinate federal assistance to a state when state resources have been overwhelmed. It may house representatives of federal, state, tribal, and local governments, and private-sector and nongovernmental organizations with primary responsibility for response and recovery. The JFO is led by the Unified Coordination Group. *See also:* **Unified Coordination Group**
Joint Information Center (JIC)	A JIC is established to coordinate and disseminate information for the public and media concerning an incident. JICs may be established locally, regionally, or nationally depending on the size and magnitude of the incident.
Mutual Aid and Assistance Agreement	Written or oral agreement, between and among agencies/organizations and/or jurisdictions, that provides a mechanism to obtain emergency assistance quickly in the form of personnel, equipment, materials, and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident. —from National Response Framework Resource Center, Glossary/Acronyms **USE FOR:** **Memorandum of Understanding (MOU)**
National Incident Management System (NIMS)	A management system, used in the National Response Framework, that provides guidance for government agencies, the private sector, and nongovernmental organizations to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents. The use of ICS for incident response is mandated in NIMS.
National Infrastructure Protection Plan (NIPP)	A plan prepared by DHS to provide a coordinated approach to protecting critical infrastructure and key resources. The plan designates roles and responsibilities for federal, state, tribal, local, and private-sector security partners. NIPP sets national priorities, goals, and requirements for effective distribution of funding and resources that will help ensure that our government, economy, and public services continue in the event of a terrorist attack or other disaster.

Standard Emergency Management Terms CONTINUED

National Response Coordination Center (NRCC)	FEMA's primary operations management center for most national incidents and the focal point for coordinating resources nationally. Supervises the RRCCs, located in each of FEMA's 10 regions. *See also:* **Regional Response Coordination Centers**
National Response Framework (NRF)	The NRF describes the response principles, roles, and structures that organize national response. It describes how communities, states, the federal government, and private-sector and nongovernmental partners apply these principles to conduct a coordinated, effective national response. It also covers special circumstances in which the federal government needs to exercise a larger role, including catastrophic incidents for which a state requires significant support.
NCH Resources	Natural and Cultural Resources and Historic Properties—from National Response Framework, Emergency Support Function #11—Agriculture and Natural Resources Annex.
Nongovernmental Organization (NGO)	A private organization that serves a public purpose and may work cooperatively with the government. NGOs provide a number of relief services and often play a major role before, during, and after an emergency. Examples of NGOs include faith-based charity organizations and the American Red Cross.
Preparedness	The process of identifying the personnel, training, equipment, and activities that might be needed for a wide range of potential emergencies, and developing a plan of action to be carried out if an emergency occurs.
Principal Federal Official (PFO)	In catastrophic or particularly complex incidents requiring federal assistance to a state, a PFO may be appointed to serve as DHS's primary representative to ensure consistency of federal support activities. Along with the Federal Coordinating Officer, the PFO serves as part of the Unified Coordination Group. *See also:* **Stafford Act**, **Federal Coordinating Officer**, **Unified Coordination Group**
Recovery	The development, coordination, and execution of plans to restore regular activities and services after an incident (for cultural resources, this includes recovery of collections); evaluation of the incident to identify lessons learned; and development of strategies to mitigate the effects of future incidents.
Regional Response Coordination Centers (RRCCs)	Located in each FEMA region, these coordination centers are staffed by Emergency Support Functions in anticipation of a serious incident in the region or immediately following an incident. They coordinate federal regional response efforts and act as a liaison with state emergency operations centers and any other operation centers involved in the incident. *See also:* **National Response Coordination Center, Emergency Support Functions**
Response	Immediate actions to save lives, protect property and the environment, and meet basic human needs. Response also includes the execution of emergency plans and actions to support short-term recovery.—from National Response Framework Resource Center, Glossary/Acronyms
Stafford Act	The Robert T. Stafford Disaster Relief and Emergency Assistance Act, P.L. 93-288, as amended, describes the programs and processes by which the federal government provides disaster and emergency assistance to state and local governments, tribal nations, eligible private, non-profit organizations, and individuals affected by a declared emergency or major disaster. The Stafford Act covers all hazards, including natural disasters and terrorist events. Stafford Act declarations are made by the President at the request of the FEMA Regional Administrator for the affected state or region.
State Coordinating Officer (SCO)	The individual appointed by the governor to coordinate state disaster assistance efforts with those of the federal government in the event of a Stafford Act declaration. *See also:* **Stafford Act**, **Governor's Authorized Representative**, **Unified Coordination Group**

Standard Emergency Management Terms CONTINUED

Tabletop Exercise (TTX)	A specific type of exercise designed to test and evaluate operational capabilities, with the goal of identifying and correcting weaknesses in emergency operations plans. A tabletop exercise presents an emergency scenario to a group, which then discusses the scenario and brainstorms actions to be taken. Tabletops are generally informal and evaluated by the participants after completion.
Unified Command (UC)	Used in the Incident Command System when more than one agency has jurisdiction over the incident, or when incidents cross political jurisdictions. Members of the UC (senior officials from the agencies and/or disciplines involved) establish a common set of objectives and strategies and a single Incident Action Plan. *See also:* **Incident Command System**
Unified Coordination Group	A group of senior state officials and representatives from key federal departments and agencies that is established at the Joint Field Office (JFO) in the event that federal support is needed for a state. The Unified Coordination Group may include the State Coordinating Officer, the Governor's Authorized Representative, the Federal Coordinating Officer, the Principal Federal Official, and other officials representing state and federal interests, as well as tribal governments, local jurisdictions, the private sector, or nongovernmental organizations, as needed. *See also:* **Stafford Act**, **Governor's Authorized Representative**, **State Coordinating Officer**, **Federal Coordinating Officer, Principal Federal Official**

Acronyms

AAM	American Association of Museums
AASLH	American Association for State and Local History
AIC	American Institute for Conservation
CCAHA	Conservation Center for Art and Historic Artifacts
CCC	Command / Control / Communication
CEMP	Comprehensive Emergency Management Plan
CERT	Community Emergency Response Team
CIKR	Critical Infrastructure and Key Resources
COOP	Continuity of Operations
CoSA	Council of State Archivists
DHS	Department of Homeland Security
DMA	Disaster Mitigation Act
EM	Emergency Management
EMAC	Emergency Management Assistance Compact
EMI	Emergency Management Institute
ENS	Emergency Notification System
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPI	Emergency Preparedness Initiative
ESF	Emergency Support Function
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
FMA	Flood Mitigation Assistance
GIS	Geographic Information System
HERA	Heritage Emergency Response Alliance
HIRA	Hazard Identification and Risk Assessment
HLT	Hurricane Liaison Team
HMGP	Hazard Mitigation Grant Program
HSEEP	Homeland Security Exercise and Evaluation Program
HSPD	Homeland Security Presidential Directive
ICS	Incident Command System
IMAT	Incident Management Assist Team
IMLS	Institute of Museum and Library Services
IPER	Intergovernmental Preparedness for Essential Records
JFO	Joint Field Office
JIC	Joint Information Center
LSTA	Library Services and Technology Act
MBLC	Massachusetts Board of Library Commissioners
MOU	Memorandum of Understanding
NARA	National Archives and Records Administration
NCH	Natural and Cultural Resources and Historic Properties
NEDCC	Northeast Document Conservation Center
NFIP	National Flood Insurance Program
NIMS	National Incident Management System
NIPP	National Infrastructure Protection Program
NOC	National Operations Center
NPS	National Park Service
NRCC	National Response Coordination Center
NRP	National Response Plan
NGO	Nongovernmental Organization
NRF	National Response Framework
NSEC	National Standard Exercise Curriculum
PDM	Pre-Disaster Mitigation

PFO   Principal Federal Official

PReP™   Pocket Response Plan™

RAP   Regional Alliance for Preservation

REPP   Risk Evaluation and Planning Program

RRCC   Regional Response Coordination Center

SAA   Society of American Archivists

SBA   Small Business Administration

SCO   State Coordinating Officer

SHPO   State Historic Preservation Office

THPO   Tribal Historic Preservation Office

TTX   Tabletop Exercise

UC   Unified Command

WESTPAS   Western States and Territories Preservation Assistance Service

Additional Glossaries

National Response Framework Resource Center, Glossary/Acronyms, at *www.fema.gov/emergency/nrf/glossary.htm*.

ICDRM/GWU Emergency Management Glossary of Terms (updated January 2009), at *www.gwu.edu/~icdrm/publications/PDF/EM_Glossary_ICDRM.pdf*.

The Society of American Archivists, A Glossary of Archival and Records Terminology, at *www.archivists.org/glossary/*.

A P P E N D I X D
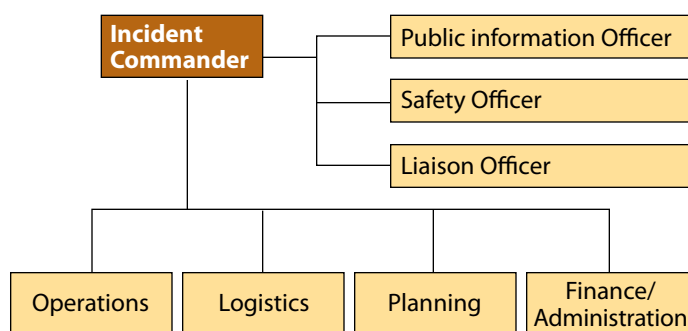# Emergency Management Systems

Incident Command System (ICS)

The Incident Command System (ICS) is a management system for organizing emergency response that originated within the California firefighting community in the 1970s. ICS uses a consistent structure and procedures designed for successful integration of widely differing organizations during an emergency. A key feature of ICS is its flexibility; it can be used in both large and small events by expanding or contracting its structure. All state agencies use ICS, and it is recommended that cultural resource agencies and institutions adapt their existing terminology and disaster response organization to match the ICS terminology and organizational chart.

Several important principles characterize ICS. These include:

- Using **common terminology** to avoid confusion.

- Maintaining a **manageable span of control**. Any one individual within the structure should have no more than seven subordinates. If more are needed, the structure must be expanded and some functions transferred.

- Maintaining the **chain of command and unity of command**. This means maintaining an orderly line of authority and ensuring that every person involved in the event has a designated supervisor to whom he or she reports.

- **Managing by objectives** through the use of an **Incident Action Plan**. Overarching and specific objectives are established, based on the information available about the incident. These objectives and the tasks required to achieve them are communicated through a written Incident Action Plan, which is revised daily (or more frequently if needed) throughout the course of the incident.

ICS is organized by function/activity, and its basic structure is shown below:

```
                    ┌──────────────────────────┐
      ┌─────────────┤ Public information Officer│
┌──────────┐        └──────────────────────────┘
│ Incident │        ┌──────────────────────────┐
│Commander ├────────┤ Safety Officer           │
└────┬─────┘        └──────────────────────────┘
     │              ┌──────────────────────────┐
     ├──────────────┤ Liaison Officer          │
     │              └──────────────────────────┘
     │
 ┌───┴───┬──────────┬──────────┐
┌─────────┐┌─────────┐┌─────────┐┌──────────────┐
│Operations││Logistics││Planning ││  Finance/    │
│          ││         ││         ││Administration│
└─────────┘└─────────┘└─────────┘└──────────────┘
```

Within ICS, every incident is headed by an Incident Commander who has ultimate authority over all activities. The Incident Commander and his or her staff ensure responder safety, assess overall priorities, approve a plan of action, and coordinate recovery activities for the incident as a whole.

Responsibilities of the major ICS sections are as follows:

Command Staff

- **Public Information Officer:** Coordinates all interaction with the public and the media regarding the incident.

- **Safety Officer:** Monitors incident operations and ensures the safety of all operations, including the health and safety of emergency response personnel.

- **Liaison Officer:** Serves as the point of contact for representatives of other governmental agencies, nongovernmental organizations, and/or private entities involved in the incident.

General Staff

- **Operations Section:** Manages all tactical operations during an incident, guided by the Incident Action Plan.

- **Logistics Section:** Manages incident logistics, including providing facilities, transportation, food services, medical services, etc.

- **Planning Section:** Provides planning services for the incident, including collecting information about the status of the situation and the available resources, and evaluating and processing that information to assist in developing action plans.

- **Finance/Administration Section**: Manages all financial aspects of the incident, including financial and cost analysis, keeping track of personnel time records, dealing with compensation and claims issues, etc.

In a small incident, one person may carry out several ICS functions, while in a larger event a separate person might be assigned to each function. In a large or complex incident that involves a number of organizations and jurisdictions, additional command staff may be needed, and each of the general staff sections may have several organizational levels within it (designated as branches, divisions/groups, units, etc.). ICS also specifies the use of a Unified Command in incidents that involve multiple jurisdictions or agencies, allowing these agencies to work together effectively.

ICS can become quite complex, and it is important to realize that the command structure will change during the disaster in response to changes in the situation. For example, the first Incident Commander may be replaced by someone with additional or different experience; sections may be expanded or contracted as needed. Though it is impossible to predict exactly how ICS will be used in every disaster, developing an awareness of its terminology and principles will help minimize confusion when interacting with emergency management personnel during a disaster. Training, both traditional and online, is available from FEMA, and library, museum, and archives professionals are encouraged to become familiar with ICS principles and procedures.

The National Response Framework (NRF) and the National Incident Management System (NIMS)

In 2003, President George W. Bush issued Homeland Security Presidential Directive (HSPD)-5, *Management of Domestic Incidents*, which directed the Department of Homeland Security to develop a National Incident Management System (NIMS) and a National Response Plan (NRP). These companion documents were intended to provide a single, comprehensive, all-hazards approach to domestic incident management that includes not just federal agencies, but also state and local agencies, volunteer organizations, and the private sector. NIMS was released in early 2004 (with an updated draft released in August 2007), and the NRP began a phased implementation in late 2004. In January 2008, the NRP was replaced by the National Response Framework (NRF), which defines the principles, roles, and structures of a national response to disasters and emergencies.

NIMS articulates a set of principles, terminology, and organizational processes that are meant to guide emergency management, including prevention, preparedness, response, recovery, and mitigation. Its goal is to provide a consistent management system that will allow governmental and nongovernmental organizations of differing sizes and types to work together effectively during an incident. In NIMS, the Department of Homeland Security has mandated the use of ICS in crisis response.

While NIMS provides guiding principles for managing response, the National Response Framework describes response doctrine, responsibilities, and coordinating structures. The NRF focuses specifically on national response to incidents of varying type, size, and significance. The National Response Framework is based on several key principles, which include:

- **Tiered Response.** Incidents are managed at the lowest possible jurisdictional level, with additional resources from higher levels provided as needed. Response moves from the local level to the state level to the federal level. However, it is also important to note that response should be proactive (e.g., additional resources from a higher level should be provided *before* resources at the lower level are exhausted).

- **Scalability, Flexibility, and Adaptability.** The NRF is designed to adapt to meet the requirements of an incident as it changes in size, scope, and complexity.

- **Unity of Effort through Unified Command.** An effective unified command, crucial to effective response activities, allows diverse agencies to work together to develop incident objectives and strategies.

The narrative portion of the NRF describes the roles and responsibilities of local communities, the private sector, state governments, and the federal government in preparedness (planning, organizing, training, and equipping), response (assessing the situation, activating resources and capabilities, coordinating response activities, and demobilizing), and short- and long-term recovery. The NRF also includes several types of annexes that provide additional information and guidance:

- **Emergency Support Function Annexes (ESFs).** These annexes group capabilities and resources into those functions that would most likely be needed during an incident (e.g., Transportation, Communications, Public Works, Engineering, etc.). Historic properties and natural and cultural resources are covered under ESF #11—Agriculture and Natural Resources Annex.

  The coordinating federal agency for ESF #11 is the Department of Agriculture, and the primary agencies (defined as federal agencies with significant resources, authorities, or capabilities for a particular function within an ESF) are the Department of Agriculture and the Department of the Interior. In practice, National Park Service teams (part of the Department of the Interior) were the first cultural resources personnel allowed into the areas affected by Hurricane Katrina in 2005. The National Archives and Records Administration, the Advisory Council on Historic Preservation, the Heritage Emergency National Task Force, and the Council of State Archivists are named as supporting agencies concerned with recovering cultural resource collections.

  The ESF structure is also used by many states to designate functions within the state emergency operations plan (EOP). In many cases (although not all), state ESFs follow the structure of the federal ESFs. In some states, however, cultural resources may be addressed within a different state ESF, and in some cases they may not yet be included in the state EOP.

- **Support Annexes.** These annexes focus on coordinating and executing common activities needed to support incident management. Support annexes address the following areas: critical infrastructure and key resources; financial management; international coordination; private-sector coordination; public affairs; tribal relations; volunteer and donations management; and worker safety and health. As with ESFs, each annex is managed by one or more coordinating agencies and supported by various cooperating agencies.

The Critical Infrastructure and Key Resources (CIKR) Support Annex is divided into a number of sectors, which include the National Monuments and Icons Sector, coordinated by the Department of the Interior. Cultural resources (including essential continuity of operations records) are not specifically named in the CIKR Support Annex sectors, but the term "assets" as used in the CIKR Support Annex is intended to include electronic and non-electronic records necessary for the continuity of government, public health and safety, and economic security.

• **Incident Annexes.** These annexes address specific contingency or hazard situations. These include: biological, catastrophic, cyber, food and agriculture, nuclear or radiological, oil and hazmat (hazardous materials), and terrorism incidents.

The NRF Structure for Response

Local Community/County Level

At this level, local first responders use the Incident Command System to manage the incident. If the incident is complex or dispersed over a large area, or if there are multiple incidents involved, an area command may be established. If the Incident Commander determines that additional assistance is needed, he or she will contact the local emergency operations center (EOC). Larger communities or counties may have a permanent, staffed EOC directed by a full-time emergency manager, while in smaller communities or counties an EOC may be established as needed during an emergency.

State Level

Emergency operations are coordinated from the state emergency operations center (EOC); every state maintains an EOC that can expand as necessary to accommodate incidents that need state-level assistance. The state EOC's role is to ensure that those at the scene have the resources they need; the local incident command structure continues to direct on-scene activities. Personnel at the state EOC report to the governor, and they serve as liaisons between local and federal personnel as needed. Larger states may also have one or more intermediate organizational levels, which have EOCs that become activated when a particular region or district is affected (for example, California has Regional Emergency Operations Centers, and Texas has Disaster District Emergency Operations Centers).

If more resources than the state has available are required, it may request assistance from other states through interstate mutual aid and assistance agreements such as the *Emergency Management Assistance Compact (EMAC)*, at *www.emacweb.org*.

If additional assistance is needed at the federal level, this assistance must be requested by the governor. Federal support to a state is generally coordinated through a Joint Field Office (JFO). A Unified Coordination Group, consisting of senior state officials and representatives from key federal departments and agencies, is established at the JFO. The NRF calls for the governor to appoint two senior officials to work with federal officials at the JFO: the State Coordinating Officer (SCO) and the Governor's Authorized Representative.

Federal Level

If the incident exhausts local, state, and mutual-aid resources, the governor may request federal assistance, including assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (known as the Stafford Act). This might involve an emergency declaration (for an emergency limited in scope) or a presidential major disaster declaration in a more catastrophic situation. This request is made through the Federal Emergency Management Agency (FEMA) Regional Administrator.

Structures are in place to facilitate federal assistance to the states. The Department of Homeland Security maintains the National Operations Center (NOC), which includes the National Response Coordination Center (NRCC)—FEMA's primary operations management center for most national incidents and the focal point for coordinating resources nationally. Each of FEMA's 10 regional offices maintains a Regional Response Coordination Center (RRCC). When necessary, one or more of the 15 ESF teams will be activated by FEMA and coordinated through the NRCC. They may provide support and services at the national, regional, and local levels, as needed. Other response tools that have been established to provide assistance in the field are Incident Management Assist Teams (IMATs), the Hurricane Liaison Team (HLT), Urban Search and Rescue Task Forces, and Mobile Emergency Response Support.

As already noted, federal assistance is managed through the JFO, a temporary federal facility that acts as a central location for coordination of federal response efforts. The JFO is organized using standard NIMS/ICS structures and led by the Unified Coordination Group. (Note that the composition of this group will vary according to the size and complexity of the incident.) The group may include a Principal Federal Official (PFO), usually required only in extremely complex incidents, and/or a Federal Coordinating Officer (FCO), a senior FEMA official who coordinates federal support activities for Stafford Act events.

For more information on structures for incident management, see the *National Response Framework* at *www.fema.gov/pdf/ emergency/nrf/nrf-core.pdf*.

Learn More About NRF Response Structures

See *Stafford Act Support to States* at *www.fema.gov/pdf/ emergency/nrf/nrf-stafford.pdf* for an overview of the actions undertaken by federal agencies to support state, tribal, and local governments affected by a major disaster.

APPENDIX E
Resources

Building Relationships
Up-to-date links and references to additional information are provided at the *COSTEP Web site*, *www.nedcc.org/disaster/costep.php*.

FEMA regional offices. See *www.fema.gov/about/contact/regions.shtm* for a list of regional contacts.

Heritage Preservation, Heritage Emergency National Task Force. **Alliance for Response**. Through a series of local Forums, the Alliance for Response builds bridges between the cultural heritage and emergency management communities before disasters happen. Its Forum Planning Toolkit includes a brochure, the *Forum Planning Handbook* document templates, and summaries of past Forums.

Key State Organizations. A list of key organizations in each state (state and federal emergency management; state and regional organizations for libraries, archives, and museums; conservation centers) can be found within **dPlan™**. This online disaster-planning template guides individual cultural heritage institutions in the creation of disaster plans and provides lists of state-specific resources for disaster planning and recovery. To access this information, you must create a dPlan account (free of charge at *www.dplan.org*).

National Archives and Records Administration regional archives. See *www.archives.gov/locations/regional-archives.html* for locations.

National Park Service regions. See *www.nps.gov* for the seven NPS regions.

State Archives and State Historical Records Advisory Boards. See the Council of State Archivists (CoSA) Web site at *www.statearchivists.org/index.htm* for a list.

State Historic Preservation Offices. See *www.nps.gov/history/nr/shpolist.htm* for links.

Mitigating Hazards
FEMA Mitigation Planning Documents
A series of how-to guides designed for states, tribes, and local governments.

Getting Started: Building Support For Mitigation Planning (FEMA 386-1)

Understanding Your Risks: Identifying Hazards And Estimating Losses (FEMA 386-2)

Developing The Mitigation Plan: Identifying Mitigation Actions And Implementing Strategies (FEMA 386-3)

Bringing the Plan to Life: Implementing the Hazard Mitigation Plan (FEMA 386-4)

Integrating Historic Property and Cultural Resource Considerations into Hazard Mitigation Planning (FEMA 386-6)

Sample State Mitigation Planning Documents
Commonwealth of Massachusetts State Hazard Mitigation Plan

Natural Hazards Mitigation Planning: A Community Guide. Massachusetts Emergency Management Agency

State of Wisconsin Hazard Mitigation Plan

Geographic Information Systems (GIS)
ESRI *Guide to Geographic Information Systems* Web site

Massachusetts Geographic Information System (MassGIS)

U.S. Geological Survey *Geographic Information Systems poster*

Funding for Mitigation
Before and After Disasters: Federal Funding for Cultural Institutions (September 2005), Heritage Preservation, Heritage Emergency National Task Force.

Mitigation at the Institutional Level
Heritage Preservation Risk Evaluation and Planning Program (REPP). A pilot project developed by Heritage Preservation and funded with a National Leadership Grant from the Institute of Museum and Library Services. REPP provides each participating institution with an evaluation of risks to its collections, both natural and man-made; recommendations to mitigate these risks; and assistance in creating or updating an emergency plan.

Preparing for Response
Emergency Preparedness Initiative, Council of State Archivists (CoSA). An initiative to safeguard essential public records. Includes the Framework for Emergency Preparedness, Pocket Response Plan™ (PReP™), and the Intergovernmental Preparedness for Essential Records (IPER) project.

FEMA *ICS Resource Center*. Provides a summary of key features and principles of the Incident Command System, as well as training materials, forms, checklists, a glossary, and more.

FEMA *NIMS Resource Center*. Provides information, documents, and other resources about the National Incident Management System.

Heritage Preservation, Heritage Emergency National Task Force:

Emergency Response and Salvage Wheel. A hands-on tool that provides information on salvage techniques and action steps to protect collections and records.

Field Guide for Emergency Response. A step-by-step guide that provides instructions for what to do when faced with an emergency that affects cultural resource collections.

Guide to Navigating FEMA and SBA Disaster Aid for Cultural Institutions. (updated January 2009)

Lessons Applied: Katrina and Cultural Heritage. Information on lessons learned from previous disasters, as well as links to current and recent disaster information.

Tips for Working with Emergency Responders. Tips for building relationships, sharing cultural heritage needs with responders, and interacting with responders during an emergency. Available as a poster or an 8.5" x 11" format download.

LYRASIS Disaster Wiki. An online site where institutions affected by disasters can provide staff contact information and updates about the status of their buildings and collections.

National Response Framework Resource Center. Information, documents, and reference materials about the National Response Framework, including the Emergency Support Function (ESF), Support, and Incident annexes.

Sustaining COSTEP

Citizen Corps *CERT* Web site. Information about Community Emergency Response Team.

FEMA Emergency Management Institute *Independent Study Program*. Online courses on ICS and emergency exercises.

FEMA *Homeland Security Exercise and Evaluation Program* (HSEEP). The Department of Homeland Security program that constitutes a national standard for emergency exercises.

Heritage Preservation, Heritage Emergency National Task Force. Alliance for Response *Forum Planning Handbook* (2008). A detailed guide to planning an Alliance for Response forum.