

State of Utah



Cultural Property Appendix 1

*Appendix to the Emergency Support Function 11 Annex
of the
Utah Emergency Operations Plan*

Cultural Property Appendix

Lead Agencies

Department of Agriculture and Food/Emergency Support Function 11 (ESF 11)

Primary Agencies

Division of Archives and Records Service
Division of Arts and Museums
Division of State History
State Library Division

Support Agencies

State Agencies

Division of Facilities and Management
Division of Risk Management
Utah Homeland Security and Emergency

Department of Administrative Services
Department of Heritage and Arts

Capitol Preservation Board
Utah Division of Indian Affairs
Utah State Parks and Recreation
University of Utah
University of Utah Marriott Library Preservation Department

Private organizations

International Daughters of Utah Pioneers
LDS Church History Library Preservation Department

Membership Organizations

Conference of Inter-Mountain Archivists
Greater Western Library Alliance
Utah Academic Library Consortium Preservation Committee
Utah Library Association
Utah Museum Association
Utah State Historical Records Advisory Board

Federal agencies and organizations

American Institute for Conservation of Historic and Artistic Works (AIC) – Collections Emergency Response Team
Federal Emergency Management Agency (FEMA)
Heritage Preservation (Heritage Emergency National Task Force)
Library of Congress, Preservation Directorate
National Park Service

I. DEFINITIONS

The Cultural Property Appendix: An appendix to the ESF 11 Annex of the State's Emergency Operations Plan (EOP) that will help prioritize recovery of cultural resources in the aftermath of an emergency or disaster.

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.

Cultural Resources: 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, collections of living plants and animals, etc.

Essential Records: Records needed to assist in emergency response; to resume or continue institutional operations; and/or to protect health, safety, property, and rights. Essential records and cultural resource collections may overlap, since some records with critical short-term value will also be culturally significant, and vice versa.

Historic Properties: Any archaeological and historic sites, districts, buildings, landscapes, 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.

Historical Society: A public or private nonprofit agency or institution that seeks to preserve and promote interest in the history of a town, area, time period, or subject.

Incident Command System (ICS): The combination of facilities, equipment, personnel, procedure and communications operating within a common organizational structure, with responsibility for the management of assigned resources to effectively accomplish stated objectives pertaining to an incident.

Library: A public or private nonprofit agency or institution with a collection of materials, including books, magazines, sound recordings, DVDs, electronic resources, etc., associated equipment and the building used to house such materials.

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: Records and information regardless of format created or received by a government agency in the course of business that are retained for defined periods of time.

Records Management: The administration of records throughout their life cycle, including creation, use, handling, control, maintenance, and disposition.

Repository: Any type of organization, including archives, libraries, museums, historical societies, and historic properties, that holds cultural resource collections on behalf of a public or private nonprofit agency or institution.

Vital Records: Public records required by law that document significant life events, such as births, deaths, and marriages.

II. INTRODUCTION

A. Purpose

1. The *Cultural Property Appendix* to the Utah Emergency Operations Plan (EOP) ESF #11 Annex coordinates federal, state, local, voluntary, and private resources to assist, preserve, and protect public, private, and tribal cultural resources and historic properties before, during, and after natural or man-made emergencies or disasters.

B. Scope

The Utah EOP defines the framework for emergency management activities in the State. The *Cultural Property Appendix* augments the EOP ESF #11 Annex by addressing the specialized knowledge, skills, and procedures required in order to support the needs of cultural resources and historic properties during an emergency. In support of this goal, the *Cultural Property Appendix* will define a structure for carrying out the following activities:

1. Identifying hazards and assessing risks associated with a natural, accidental, or intentional event as they pertain to cultural resources and historic properties, and providing guidance to institutions on mitigation steps to take prior to an event.
2. Identifying specific hazards to cultural resources and historic properties (locales, collections, artifacts, and other items of cultural and historic significance) in the event of an emergency or disaster.
3. Assessing emergency conditions and the degree of risk affecting cultural resources and historic properties.
4. Promoting mitigation and preparedness among stewards of cultural resources and historic properties, and aiding the efforts of the emergency management community.
5. Acting as a central location for disaster response information and cooperative response coordination and connecting affected institutions to appropriate disaster recovery services through remote assistance and/or on-site consultation.
6. Coordinating initial assessment of damage and degree of risk with supporting and other relevant agencies.
7. Developing and disseminating information about cultural resources preservation/protection via the Utah Division of Emergency Management Public Information Officer or Joint Information Center/System to the general public through public service information announcements, etc. Providing efficient reporting of emergency conditions in conformity with local command and control structure.
8. Coordinating emergency response/assistance to organizations responsible for the care and preservation of culturally and historically significant resources and properties when and if the emergency is beyond the response capacity or resources of the organization.
9. Educating responders of potential risks to cultural institutions in an emergency.
10. Providing guidance for the prioritization of available emergency response resources for specific cultural/historic sites that may need assistance in an emergency.

11. Providing a coordinated response for the allocation of supplies and for the activation of trained preservation personnel.

12. Providing guidance, coordination, and assistance in long-term recovery strategies.

III. POLICIES

A. Representatives from the primary agencies, with support of support agencies, will assist ESF11 to coordinate and direct the activities of the *Cultural Property Appendix*.

B. The *Cultural Property Appendix* will coordinate cultural resource and historic property assistance using primary, support, and other relevant agencies.

C. This Appendix will use the Incident Command System (ICS).

IV. SITUATION AND ASSUMPTIONS

A. Disaster Condition

1. While addressing human safety concerns, attention must be paid to the role of cultural resources and historic properties in restoring communities to their previous condition as much as is possible. These steps can have a significant psychological, social, civic, and economic influence on the municipality.

2. Functional continuity of the State of Utah is dependent on cultural resources and historic properties and institutions, whose holdings provide our public identity, memory, history, and economic health. The State is home to a vast number of historic sites and houses, libraries, archives, museums, historical societies, and other buildings/institutions of cultural or historical significance, many of these of national importance. Public and private historic resources are the ultimate responsibility of their respective caretakers. All cultural institutions are responsible for their own internal disaster mitigation and preparedness planning. This process should include a current institutional disaster plan that includes an accurate inventory of cultural resources that identifies the scope and priorities of the entity's holdings. Cultural resource institutions should file a security copy with the State Archives. This plan is expected to be enacted if at all possible prior to external assistance. The recommended framework for creating individual response plans is any of the Pocket Response Plan (PREP) for collections.

3. Cultural and historical repositories and historic properties may be open seven days a week including evenings, may be populated by staff, groups of schoolchildren, and other members of the general public, including those with special needs.

4. The repositories may hold collections that contain hazardous materials that require special handling and responder awareness/training for emergency scenarios. They are also composed of natural, organic materials that degrade quickly when exposed to water, fire, or outdoor ambient environmental conditions.

5. A significant natural or man-made emergency/disaster can quickly overwhelm the response capabilities of individual cultural/historic institutions and local governments. Exposure to hazardous materials and uncontrolled environmental conditions in a natural or man-made disaster can have long-term, irreversible effects upon documents and cultural and historic resources of unique cultural and historic significance. Such an emergency/disaster necessitates the need for a comprehensive plan to address potential long-term harm as quickly and effectively as is reasonably possible utilizing local resources to assist organizations and individuals in the proper and timely execution of their own disaster response plans.

6. Coordinated state and/or federal assistance may be necessary to augment local resources when appropriate. The *Cultural Property Appendix* will be engaged when the magnitude of the emergency/disaster is such that it is beyond the capabilities and physical resources of the individual institutions and local resources to protect, salvage, and recover their collections and properties.

B. Planning Assumptions

1. The following circumstances have been assumed to be true for planning purposes. During an emergency or disaster, expeditious changes to the execution of the plan will need to be made as the facts of the event become known.
2. Damage to utility, transportation, and communications infrastructure will impact emergency notification and response systems.
3. All appropriate Utah state agencies and departments will be involved in lifesaving and life sustaining emergency operations which will create a lack of support for the roles and responsibilities for these cultural and historical preservation efforts.
4. Due to potential power and communications disruptions as well as limited resources, coordination with local governments and ESF leads will be difficult.
5. State, local, and federal governments, as well as private sector and volunteer agencies assigned to address cultural and historic resources in disasters will have established operating procedures specifying their emergency support service actions and will be able to communicate and coordinate these actions in an emergency to utilize available capabilities as effectively as possible.

V. CONCEPT OF OPERATIONS

A. General

1. It is assumed (but not required) that the following activities have occurred prior to activation of the *Cultural Property Appendix*:
 - a) Local Governments have taken all necessary actions to respond to the emergency prior to requesting assistance from the State of Utah.
 - b) Local Governments have called upon local resources, including implementing mutual aid and cooperative agreements for additional services and personnel.
 - c) Local Governments have coordinated directly with the local cultural resources and historic properties community to provide for an organized flow of information regarding damage to cultural heritage resources following a disaster. This coordination includes designating one or more direct contacts in the cultural community to serve as conduits of this information to the Division of Emergency Management.
2. Upon request, primary agencies will make agency liaisons available to report to the State Emergency Operations Center (EOC) ESF #11 for coordination and implementation of cultural and historic resources efforts.
3. Primary agencies liaisons to the EOC may staff a work station outside of the EOC and may identify which support agencies are needed. The primary agencies may support ESF 11 efforts to take necessary steps to ensure that support agencies are activated or placed on standby, as needed.

- a) As the primary agencies for all activities under this Appendix, the primary agencies will then ensure that all agencies assigned to the Appendix will respond to requests for assistance.
4. All support agencies and organizations will be notified and tasked to provide 24-hour representation as subject matter experts as needed. Each support agency and organization is responsible for securing sufficient program staff to report to and support the efforts of ESF 11 in the EOC and to carry out the activities tasked to their organization on a continuous basis.
5. Individuals representing organizations that are supporting ESF 11 should have extensive knowledge of the resources and capabilities of their respective agencies and organizations and have access to the appropriate authority for committing such resources.
6. Agencies and organizations functioning under the *Cultural Property Appendix* will retain operational control of their own resources in the field.

B. Organization

1. Personnel from the primary agencies, if requested to serve in the EOC, will provide support for all assigned missions. The primary agencies shall develop an organizational structure for directing, planning, prioritizing, implementing, and monitoring mission assignments according to the Incident Command System (ICS).
 - a) Several agencies provide support for implementing the *Cultural Property Appendix*. Although the composition of the support agencies for the *Annex* will likely change as a result of the planning process, it is anticipated that these agencies will constitute the basis for providing assistance to local and state governments following a major disaster or catastrophe. Additional adjunct organizations may be enlisted for their support of the Utah *Cultural Property Appendix*.
2. If needed, the primary agencies may be reassigned from ESF 11 to the Operations Section in the Incident Command System (ICS) for the purpose of tracking missions assigned to the ESF lead.

C. Mitigation and Preparedness

1. Utah State Library will support the pre-screening of public libraries to serve as Disaster Recovery Centers (DRCs).
2. The primary agencies and its partners, in cooperation with the Heritage Preservation–funded Alliance for Response initiative and other resources, will:
 - a) Promote communication and coordination between the cultural resources and historic properties and emergency management communities. This will include the development and maintenance of local command and control structures that include stewards of cultural resources and historic properties and emergency managers.
 - b) Conduct outreach to stewards of cultural resources and historic properties to promote institutional planning. Such planning is understood to include assembling the human, financial, capital, and technological resources and networks necessary to create and maintain an institutional culture that engages in hazard mitigation, emergency preparedness, and response.
 - c) Promote emergency preparedness training including, but not limited to, training in the Incident Command System (ICS) and other FEMA training.

D. Notification

1. ESF 11 has the authority to activate the appendix and notify the primary agencies. The primary agencies may offer support for these efforts. ESF 11 may request the primary agencies notify its support agencies and other key partners.

E. Response Actions

1. Initial Response Actions

- a) The primary agencies will contact ESF 11 to confirm activation of the plan in the event of a catastrophic disaster.
- b) The primary agencies will offer support to ESF 11 for notification of the appropriate support agencies.
- c) Immediately following notification to activate the response phase of the *Annex*, the primary agencies will complete the following actions commensurate with emergency priorities within the state and based on the availability of resources:
 - (1) Offer support to begin mobilization of resources and personnel to commence operations.
 - (2) Provide situation assessment information to the EOC and subject matter experts as requested.
 - (3) Maintain communications with the EOC, obtain situational status reports, and keep the EOC informed of progress.
- d) Immediately following notification to commence response actions, each support agency will complete the following actions:
 - (1) Staff facilities, as necessary, in accordance with each agency's disaster recovery plan.
 - (2) Provide for replacements of each agency's staff.
 - (3) Provide for on-going needs relative to each agency's designated area of responsibility.
 - (4) Provide personnel and resources for field assessment and response/recovery primary agencies as necessary.
- e) All volunteer agencies not referenced above may be requested to support and coordinate directly with the primary agencies, through ESF 11, or ESF 6 when appropriate, as necessary.

F. Recovery Actions

1. The primary agencies will coordinate through local command and control structures to determine the specific needs and priorities of cultural resources and historic properties. The primary agencies will identify, mobilize, and deploy response teams to the emergency/disaster areas as requested by ESF 11. ESF 11 will coordinate with other ESF primary and support agencies represented at the EOC to provide support to aid in recovery efforts. ESF 11 may give the primary agencies the authority to directly contact other State ESFs for other entities in EOCs when appropriate.

2. The primary agencies will coordinate assistance in the following areas:

- a) Coordinating communication regarding preservation professionals, resources, and materials.

- b) Assisting with locating secure and climatically stable storage facilities for items of historical and cultural significance that must be evacuated from their traditional storage facilities.
- c) Acquiring essential materials and equipment required to salvage, stabilize, and secure items of historical and cultural significance.
- d) Securing cultural and historically significant sites and collections against further deterioration caused by natural or man-made threats such as power loss, uncontrolled environmental exposures, or vandalism.
- e) Convening conference calls to discuss the status of recovery efforts and enable representatives of cultural institutions and historic properties to connect with emergency management directors.
- f) Deploying available resources, supplies, and trained personnel.
- g) Monitoring conditions at the emergency/disaster areas.

VI. RESPONSIBILITIES

A. Responsibilities of Primary Agencies

1. Develop written procedures to implement the responsibilities outlined in the EOP and the *Utah Cultural Property Appendix*.
2. Develop and maintain a list of support agencies, their points of contact, and their responsibilities.
3. Develop memoranda of understanding with appropriate partners and vendors.
4. Conduct annual review of this annex.

B. Responsibilities of Support Agencies

1. Support planning efforts and regular plan reviews.
2. During a disaster, report and offer support to the primary agencies.
3. Select a liaison(s) to serve as the Point of Contact with ESF 11.
4. Participate in the implementation of the responsibilities outlined in the EOP and the Appendix.
5. Support the lead agency by providing and maintaining a list of supplemental resources that can assist in emergency preparedness, response, recovery, and mitigation.

VII. RESOURCES

A. General

Utah Alliance for Response, <http://archives.utah.gov/alliance/index.html>

ArtsReady, <https://www.artsready.org/>

Heritage Preservation, <http://heritagepreservation.org/index.html>

B. Disaster planning:

CoSTEP, <http://www.nedcc.org/disaster/costep.php>

dPlan, <http://www.dplan.org/>

Pocket Response Plan for Collections,
<http://www.statearchivists.org/prepare/framework/prepare.htm>

VIII. APPRECIATION

The State of Utah would like to acknowledge the state of Massachusetts and Rhode Island for providing the template for this Appendix.