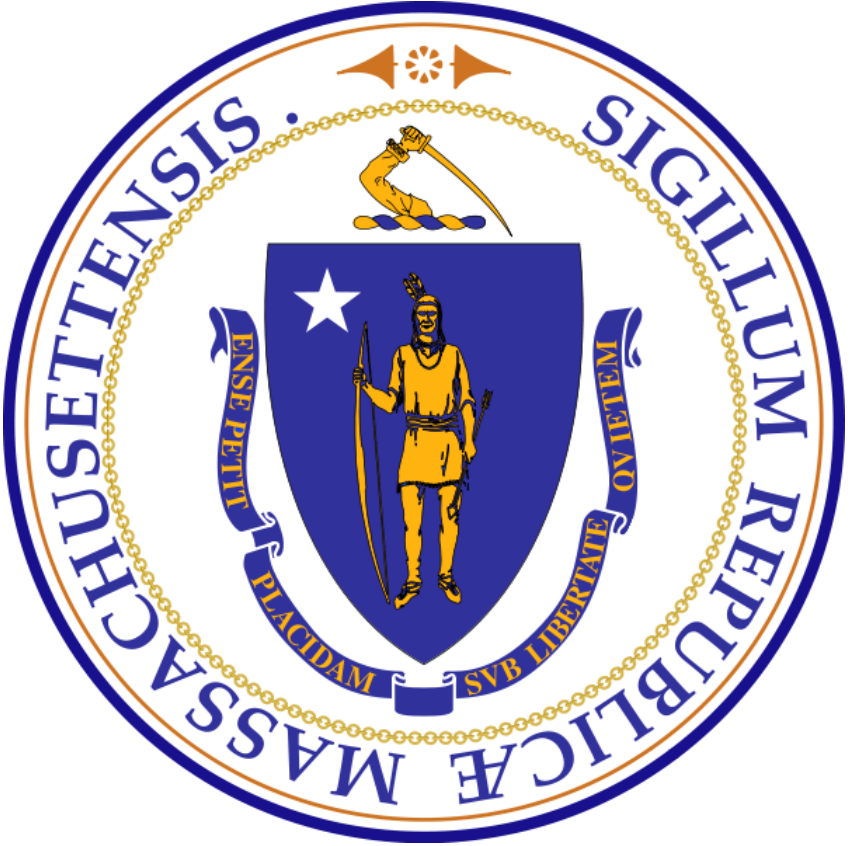


# COMMONWEALTH OF MASSACHUSETTS



## PROTECTION OF CULTURAL AND HISTORICAL RESOURCES ANNEX

*Annex to the Massachusetts Comprehensive Emergency Management Plan (CEMP)*

# ***PROTECTION OF CULTURAL AND HISTORIC RESOURCES ANNEX***

## **Primary Agencies**

Massachusetts Board of Library Commissioners (MBLC) and Massachusetts Archives (MA)

## **Support Agencies**

American Institute for Conservation of Historic and Artistic Works (AIC – Cultural Emergency Response Team)	Massachusetts Department of Conservation and Recreation (DCR)
City of Boston	Massachusetts Historical Commission (MHC)
Federal Emergency Management Agency (FEMA)	Massachusetts Information Technology Division (ITD)
Heritage Preservation (Heritage Emergency National Task Force)	National Archives and Records Administration (NARA)
Historic New England	National Park Service
Massachusetts Emergency Management Agency (MEMA)	New England Museum Association (NEMA)
Massachusetts Department of Capital Asset Management (DCAM)	Northeast Document Conservation Center (NEDCC)

## **Adjunct Organizations**

To be determined.

## **I. DEFINITIONS**

**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.

**Coordinated Statewide Emergency Preparedness (COSTEP) Massachusetts:** This is a coordinated effort by state and federal agencies, private non-profits, and an array of cultural organizations and resources to create a statewide disaster preparedness plan for cultural resources involving the cultural and emergency management communities regarding disaster mitigation, preparedness, response, and recovery.

**Cultural Resources:** Non-living 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.

**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 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.

**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.

**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 life cycle, 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.

## II. INTRODUCTION

### A. Purpose

1. The *Protection of Cultural and Historic Resources Annex* to the Massachusetts CEMP, coordinates federal, state, local, voluntary, and private resources to assist, preserve, and protect public and private cultural and historic institutions and resources before, during, and after natural or man-made emergencies or disasters.

### B. Scope

The Massachusetts CEMP defines the framework for emergency management activities in the Commonwealth. The *Protection of Cultural and Historic Resources Annex* augments the CEMP by addressing the specialized knowledge, skills, and procedures required in order to support the needs of cultural and historic institutions and resources during an emergency. In support of this goal, the *Protection of*

*Cultural and Historic Resources Annex* 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 and historic resources, and providing guidance to institutions on mitigation steps to take prior to an event.
2. Identifying specific hazards to cultural and historic resources (locales, collections, artifacts, and other items of cultural and historic significance) in the event of an emergency or disaster.
3. Assessing emergency conditions affecting cultural and historic institutions and resources.
4. Promoting mitigation and preparedness among cultural and historic institutions and resources, 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 phone assistance and/or on-site consultation.
6. Coordinating initial assessment of damage with supporting and adjunct agencies.
7. Determining the degree of risk posed to specific cultural resources by an emergency.
8. Releasing information via the Massachusetts Emergency Management Agency (MEMA) Public Information Officer to the general public through public service information announcements, etc. Providing efficient reporting of emergency conditions in conformity with local command and control structure.
9. Providing emergency response/assistance to organizations responsible for the care and preservation of culturally and historically significant resources when and if the emergency is beyond the response capacity or resources of the organization.
10. Making responders aware of potential risks to cultural institutions in an emergency.
11. Providing guidance for the prioritization of available emergency response resources.
12. Providing a coordinated response for the allocation of supplies and for the activation of trained personnel.
13. Providing guidance and, if necessary, coordination and assistance in long-term recovery strategies.

### **III. POLICIES**

A. MBLC and MA will coordinate and direct the activities of *Protection of Cultural and Historic Resources Annex*.

B. *Protection of Cultural and Historic Resources Annex* will coordinate cultural and historic resources assistance using primary, support, and adjunct agencies.

C. *Protection of Cultural and Historic Resources Annex* operations 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 and historic resources 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 Commonwealth of Massachusetts is dependent on cultural and historic resources and institutions, whose holdings provide our public identity, memory, history, and economic health. The Commonwealth is home to a vast number of historic sites and houses, libraries, archives, museums, 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 and an updated *Cultural Resources Disaster Information Form* on file with the local Emergency Management Director (EMD). This plan is expected to be enacted if at all possible prior to external assistance.
3. Cultural and historical resources may be open seven days a week including evenings, may be populated by workers, groups of schoolchildren, and other members of the general public, including those with special access needs.
4. 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 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.
5. Coordinated state and/or federal assistance will be necessary to augment local resources when appropriate. The *Protection of Cultural and Historic Resources Annex* 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.

### 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 Massachusetts state agencies and departments will be involved in emergency operations, consistent with their functions and responsibilities, with respect to emergency/disaster cultural and historic resources issues.
4. Coordination with local governments and MAESFs will be required to meet emergency needs successfully.
5. *Protection of Cultural and Historic Resources Annex* will assist in the impact assessment process as needed or required.
6. State, local, and federal governments, as well as private sector and volunteer agencies assigned responsibilities involving emergency/disaster cultural and historic resources issues 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 *Protection of Cultural and Historic Resources Annex*:
  - a) Local government has taken all necessary actions to respond to the emergency prior to requesting assistance from the Commonwealth of Massachusetts.
  - b) Local government has called upon its local resources, including implementing mutual aid and cooperative agreements for additional services and personnel.
  - c) Local government has coordinated directly with the local cultural 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 EMD.
2. Upon request from MEMA, the MBLC and the MA will make agency liaisons available to report to the State Emergency Operations Center (SEOC) for coordination and implementation of cultural and historic resources-related requests for assistance.
3. Agency liaisons will staff a work station, identify which support agencies are needed, if any, and take the 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 *Annex*, the MBLC and MA will then ensure that all agencies assigned to the *Annex*, in coordination with MEMA, will respond to requests for assistance.
4. All support agencies and organizations will be notified and tasked to provide 24-hour representation as necessary. Each support agency and organization is

responsible for securing sufficient program staff to report to and support the SEOC and to carry out the activities tasked to their organization on a continuous basis.

5. Individuals representing organizations that are staffing the SEOC 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 *Protection of Cultural and Historic Resources Annex* will retain operational control of their own resources in the field.

#### B. Organization

1. Personnel assigned to the SEOC from the MBLC and MA will provide daily direction for all assigned missions. The MBLC and MA, in coordination with MEMA, shall develop an organizational structure for directing, planning, prioritizing, implementing, and monitoring mission assignments from MEMA according to the MAESF concept.

2. Several agencies provide support for implementing the *Protection of Cultural and Historic Resources Annex*. 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 base for providing assistance to local governments following a major disaster or catastrophe. Additional adjunct organizations may be enlisted for their support of the Massachusetts *Protection of Cultural and Historic Resources Annex*. Adjunct organizations provide specialized assistance for specific tasks and will be identified as the need arises.

3. MBLC and MA fall under the Operations Section in the Incident Command System (ICS) for the purpose of tracking missions assigned to the MAESFs.

#### C. Mitigation and Preparedness

1. The MBLC will support the pre-screening of public libraries to serve as Disaster Recovery Centers (DRCs).

2. COSTEP will promote communication and coordination between the cultural and emergency management communities. This will include the development and maintenance of local command and control structures that include cultural and historic institutions and resources and emergency managers.

3. COSTEP will conduct outreach to cultural and historic institutions and resources 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 and emergency preparedness.

4. COSTEP will promote emergency preparedness training including but not limited to training in the Incident Command System (ICS), other FEMA training and MEMA training.

#### D. Notification

1. In the event of an emergency or disaster, the primary agencies will be notified by MEMA.

2. The primary agencies will notify support agencies and request the assistance of MEMA as needed.

## E. Response Actions

### 1. Initial Response Actions

- a) The MBLC and MA will notify the appropriate support agencies to begin mobilization of resources and personnel and to commence operations.
- b) Immediately following notification to activate the response phase of the *Annex*, the MBLC and MA will complete the following actions commensurate with emergency priorities within the state and based on the availability of resources:
  - (1) Provide appropriate representation to the SEOC.
  - (2) Maintain communications with the SEOC, obtain status reports, and keep the SEOC informed of progress.
- c) Immediately following notification by the MBLC and MA 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 teams as necessary.
- d) The SEOC will be staffed on a 24-hour schedule to interface and communicate with other agencies and prioritize response/recovery assistance requests.
- e) All volunteer agencies not referenced above will coordinate directly with the MBLC, MA, and MEMA, through MAESF 5, as necessary.
- f) MBLC and MA will coordinate with Federal Emergency Support Function 11 (ESF11) counterpart as needed.

## F. Recovery Actions

1. MBLC and MA will coordinate through local command and control structures to determine the specific needs and priorities of cultural and historic resources. MBLC and MA will identify, mobilize, and deploy response team(s) to the emergency/disaster areas as needed and will coordinate with other MAESF primary and support agencies represented at the SEOC to provide support to aid in recovery efforts. MBLC and MA will request assistance from [support agencies and identified adjunct organizations](#) as necessary.
2. MBLC and MA will continue to coordinate assistance in the following areas:
  - a) Coordination and communication regarding preservation professionals, resources, and materials
  - b) Assist in locating secure and climatically stable storage facilities for items of historical and cultural significance that must be evacuated from their traditional storage facilities
  - c) Acquisition of essential materials and equipment required to stabilize, conserve and secure items of historical and cultural significance.



- d) Secure cultural and historically significant sites and collections against further deterioration through natural or man-made threats such as power loss or vandalism
- e) Convene conference calls to discuss the status of recovery efforts and enable representatives of cultural and historic institutions to connect with emergency management directors
- f) Deploy available resources, supplies, and trained personnel.
- g) Monitor conditions at the emergency/disaster areas.

## **VI. RESPONSIBILITIES**

### **A. General Responsibilities**

- 1. Report to the SEOC as directed by the primary agencies or MEMA, as appropriate.
  
- 2. Develop written procedures to implement the responsibilities outlined in the CEMP and the Massachusetts *Protection of Cultural and Historic Resources* Annex and memoranda of understanding.

### **B. Specific Responsibilities**

- 1. Roles and responsibilities of primary, support and adjunct agencies/organizations are identified below: