

Appendix

Emergency Operations Plan – Emergency Support Function 11
Protection of Cultural Resources and Historic Properties Appendix

Section 1: Introduction

1.1 Lead Agencies

- Maine Department of Agriculture, Conservation, and Forestry (DACF) - Bureau of Parks & Lands
- Maine State Museum
- Maine State Library
- Maine State Archives

1.2 Supporting Agencies

- Maine Historic Preservation Commission
- Maine Emergency Management Agency (MEMA)
- Department of Administration, and Financial Services - Bureau of General Services
- Tribal Historical Preservation Officers, Maine Tribes
- American Institute for Conservation (AIC) - Collections Emergency Response Team
- East Point Conservation
- Head Tide Archaeological Conservation
- Maine Archives and Museums
- Maine Historical Society
- Maine Preservation
- New England Museum Association
- Northeast Document Conservation Center
- Maine Voluntary Organizations Active in Disaster (VOAD)

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Section 2: Purpose, Scope, Situation, and Assumptions

2.1 Purpose

This Protection of Cultural Resources and Historic Properties Appendix augments ESF-11, Agricultural and Natural Resources, to the State Emergency Operations Plan, by addressing the specialized knowledge, skills, and plans required in order to support the needs of cultural resources and historic properties during an emergency.

This appendix serves to coordinate federal, state, private-non-profit, and voluntary resources to assist, preserve, and protect public, tribal, and private-non-profit cultural resources and historic properties that are significantly threatened or impacted by all natural and man-made hazards.

2.2 Scope

This appendix applies to all primary, support, and public/private support agencies listed above, as well as other public, private, private-non-profit and voluntary partners involved in a State-level response (or short-term recovery support) to a major emergency or disaster that impacts public, tribal and private-non-profit cultural resources and historic properties in Maine. Appendix 1 will be implemented when the magnitude of the emergency or disaster is such that it is beyond the reasonable capabilities and physical resources of the individual institutions and local resources.

2.3 Situation

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.

Functional continuity of the State of Maine 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 and an updated Cultural Resources Inventory Form on file with the local Emergency Manager or in the case of unorganized territories, the County Emergency Management Agency. This plan is expected to be implemented if at all possible prior to external assistance.

Cultural and historical repositories and historic properties may be open seven days a week including evenings, and at the time of an emergency may be populated by staff, schoolchildren, and other members of the general public, including those with disabilities or other functional and access needs.

The repositories may hold collections that contain hazardous materials that require special response and handling.

A significant natural or man-made emergency or 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 necessitates the need for a comprehensive plan to address potential long-term harm as quickly and effectively as is reasonably possible using local resources to assist organizations and individuals in the proper and timely execution of their own disaster response plans.

Coordinated state and/or federal assistance will be necessary to augment local resources when appropriate.

2.4 Assumptions

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.

Damage to utility, transportation, and communications infrastructure will impact emergency notification and response systems.

Local government:

- Has taken all necessary actions to respond to the emergency prior to requesting assistance from the State of Maine.
- Has called upon its local resources, including implementing mutual aid and cooperative agreements for additional services and personnel.
- 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 emergency management.

All appropriate Maine 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.

Coordination with local governments (and the incident command structure) and county or local emergency managers will be required to meet emergency needs successfully

Provisions of this appendix will assist in the impact assessment process as needed or required.

Federal and state governments, private-non-profit, and voluntary agencies assigned responsibilities involving emergency cultural resource and historic property 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 use available capabilities as effectively as possible.

Section 3: Concept of Operations

3.1 General

The goal of the State of Maine is to partner with custodians of cultural resources and historic properties along with their local first responders and support resources to protect and preserve their collections and properties from the impacts of natural and made-made hazards. The way to reach this goal is through 1) mitigation measures that reduce or eliminate the effects of hazards and 2) through effective preparedness strategies that enable custodians and their local support resources to respond to emergencies and disasters as quickly and efficiently as possible to minimize damage and loss, and to begin recovery toward a more resilient pre-disaster state, as soon as possible. (Note: mitigation and preparedness strategies can be found under separate cover.)

In support of this goal, the State of Maine has organized resources and capabilities and is poised to coordinate 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 and the local jurisdiction.

The activities that follow outline how state resources and capabilities will be called up and coordinated to support cultural resources and historic properties.

3.2 Notification

In the event of an emergency or disaster requiring the activation of Appendix 1, regardless of the activation level of the State EOC, MEMA will notify two of the four primary agencies – DACF and Maine State Museum.

The Maine State Museum will then notify the remaining primary agencies – the Maine State Library and the Maine State Archives.

Notification by MEMA will be made primarily via the State’s Health Alert Network (HAN) and failing that, via telephone or other means.

The primary agencies will notify support agencies and public/private support organizations, as needed, depending on the size, scope, and type of emergency.

3.3 Response

a. Initial Response

For State EOC Activation Level 1 (Monitoring by MEMA Duty Officer) and for State EOC Activation Level 2 (Partial Activation w/ MEMA Staff only):

- After notification by MEMA, the DACF rep and the Maine State Museum rep (on behalf of the remaining primary agencies), will establish communications and coordinate directly with the

MEMA duty officer (Level 1) or the MEMA operations officer located in the State EOC (Level 2). These two reps will serve as MEMA's dual points of contact for ESF-11.

- Depending on the nature of the incident, the primary agencies may assemble in a State Satellite EOC (cultural) such as the Maine State Museum conference room; assemble in the State EOC; or operate remotely from multiple locations.

For State EOC Activation Level 3 (Partial Activation w/ selected members of the ERT to include ESF #11 lead - Dept. ACF) and State EOC Activation Level 4 (Full Activation of the ERT):

- Immediately following notification, and commensurate with emergency priorities within the State and the availability of resources, the DACF representative responds to the State EOC and the remaining primary agency representatives respond to the Maine State Museum Conference Room – the primary location for a State Satellite EOC (cultural) – or to an alternate location at the direction of the Maine State Museum.
- The State Satellite EOC (cultural) establishes communications with the DACF in the State EOC to test communications and to coordinate work shifts, communication and reporting protocols, and scheduled information exchanges, etc.
- The Satellite EOC will notify the appropriate support agencies and public/private support organizations that are needed to support the incident. Resources from these agencies will remain on stand-by until given a mission assignment by the Satellite EOC (cultural).
- In coordination with MEMA, the primary agencies will ensure that all agencies assigned responsibilities per Appendix 1 will respond to requests for assistance.
- Immediately following notification, support agencies and public/private support organizations will complete the following actions:
 - Staff agency facilities first, as necessary, in accordance with each agency's disaster response/recovery plan.
 - Provide for replacements of each agency's staff.
 - Provide for on-going needs assessment relative to each agency's designated area of responsibility, expertise and support to the state.
 - Identify personnel and resources for field assessment and response/recovery teams as necessary.
- Individuals representing primary, support, and public/private support organizations that are staffing or supporting the State EOC or Satellite EOC 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.
- Agencies notified to staff the State EOC and Satellite EOC (cultural) will provide continuous representation per State EOC guidance for that specific incident. Each agency/organization represented is responsible for securing sufficient program staff to support the State EOC or Satellite EOC (cultural) and to carry out the activities tasked to their organization on a continuous basis.
- The State EOC and Satellite EOC (cultural) may be staffed on a 24-hour schedule to interface and communicate with other organizations and prioritize response/recovery assistance requests.
- All volunteer agencies wishing to support incident response must first coordinate directly with the MEMA Individual Assistance Officer or the Maine VOAD (Maine Voluntary Agencies Active in Disasters).

Other response actions regardless of EOC activation level:

- Making responders aware of hazards in cultural institutions during an emergency.
- Providing guidance for the prioritization of available emergency response resources.
- Providing a coordinated response for the allocation of supplies, technical assistance and the activation of trained personnel.
- Coordinating and implementing cultural and historic resource-related requests for assistance.
- Acting as a central source for disaster response information and cooperative response coordination and connecting affected institutions to appropriate disaster response and recovery services through remote assistance and/or on-site consultation.
- Disseminating information via the MEMA Public Information Officer or State Joint Information Center (JIC) to the general public through public service announcements, media releases, etc. and providing efficient and accurate reporting of the emergency situation consistent with local officials and their incident command structure.

b. Initial Recovery

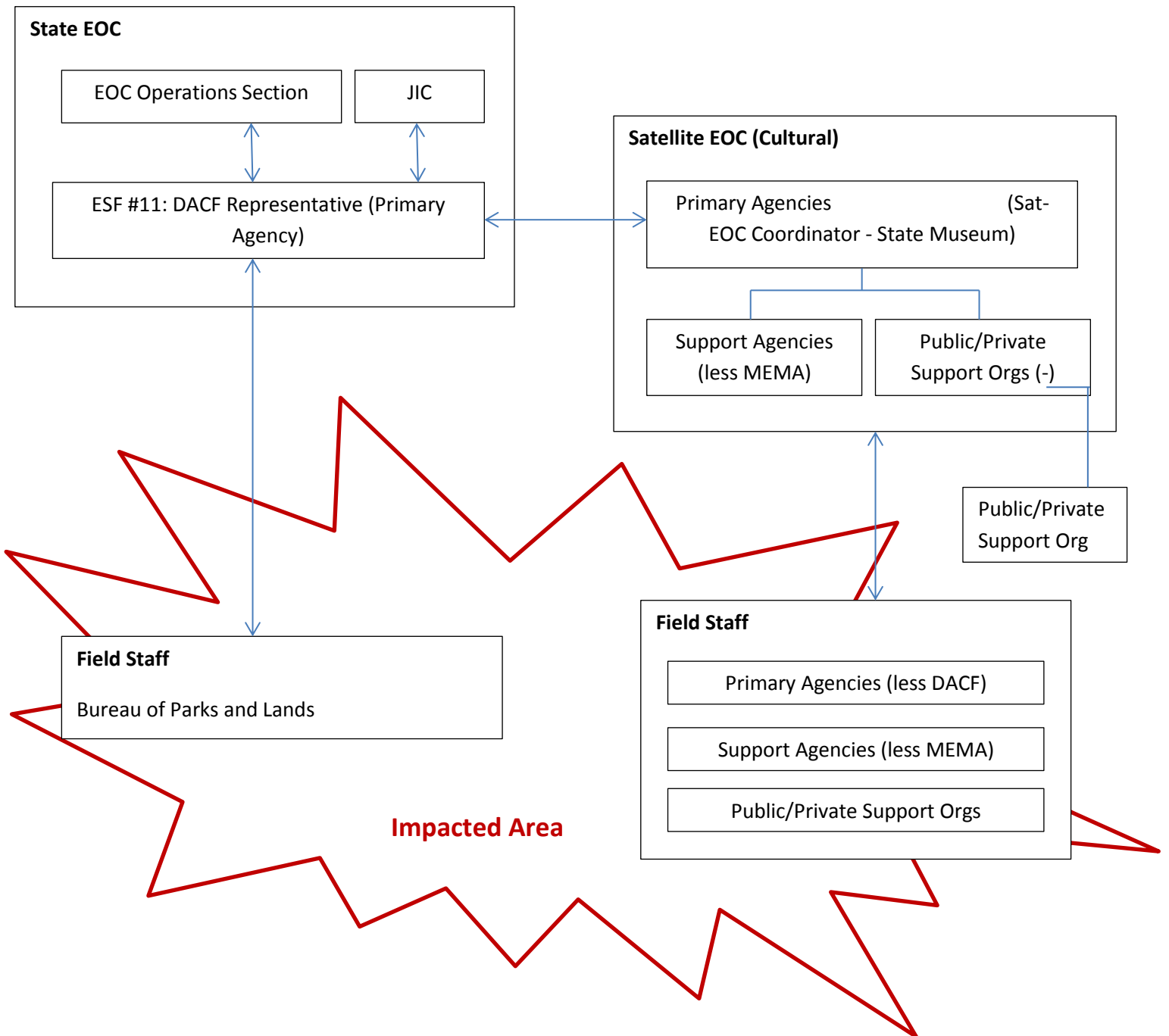
- MEMA and the Primary Agencies will coordinate through local command and control structures to determine the specific needs and priorities of the cultural resources and historic properties. MEMA and Primary Agencies will identify, mobilize, and deploy response team(s) to the emergency/ disaster areas as needed and will coordinate with other ESF primary and support agencies represented at the EOC to provide support to aid in recovery efforts. MEMA and Primary Agencies will request assistance from support agencies and other relevant organizations as necessary
- MEMA and Primary Agencies will provide support and facilitate recovery actions in the following areas:
 - Coordination and communication among preservation professionals regarding resources and materials.
 - Locating secure and climatically stable storage facilities for items of historical and cultural significance that must be evacuated from their traditional storage facilities.
 - Locating essential materials and equipment required to stabilize, conserve and secure items of historical and cultural significance.
 - Providing referrals to secure cultural and historically significant sites and collections against further damage through natural or man-made threats such as power loss or vandalism.
 - Convening conference calls to discuss the status of initial recovery efforts and enable representatives of cultural institutions and historic properties to connect with emergency management directors.
 - Deploying available resources, supplies, and trained personnel.
 - Monitoring conditions at the emergency/disaster areas
- After initial recovery efforts are under way, plans for long-term recovery can be found under separate cover in the State Interagency Disaster Recovery Plan (IDRP).

Section 4: Responsibilities

4.1 Organization

1. For State EOC Activation Levels 1 and 2:
 - MEMA Duty Officer (Level 1) or EOC Operations Section/State EOC (Level 2)
 - DACF (ESF #11 lead) remote office
 - Satellite EOC (Cultural) or various remote locations
 - Primary Agencies (less DACF)
 - Support Agencies (less MEMA)
 - Public/Private Support Organizations
 - Field Staff (remote work areas or impacted area)
 - Primary Agencies (less DACF)
 - Support Agencies (less MEMA)
 - Public/Private Support Organizations
2. For State EOC Activation Levels 3 and 4:
 - State EOC:
 - EOC Operations Section (MEMA Staff)
 - Joint Information Center (JIC)
 - ESF #11 lead: DACF
 - Satellite EOC (Cultural):
 - Primary Agencies (less DACF)
 - Support Agencies (less MEMA)
 - Public/Private Support Organizations (-)
 - Selected Remote Locations for Public/Private Support Organizations
 - Field Staff (remote work area or impacted area)
 - Primary Agencies (less DACF)
 - Support Agencies (less MEMA)
 - Public/Private Support Organizations
 - Bureau of Parks and Lands

Figure 1. Organizational Chart for State EOC Activation Levels 3 and 4



4.2 Lead Agency

Department of Agriculture, Conservation and Forestry

- Provide representation at the State EOC when requested by MEMA
- Serve as the single point of contact in the State EOC for all activities involving cultural resources and historic properties
- When in the State EOC, establish and maintain communications with other primary agencies in a Satellite EOC (State Museum, Library, Archives), upon activation of Appendix 1.
- Provide situational awareness and a common operating picture to other primary agencies in a Satellite EOC on a recurring basis
- Forward products from the Joint Information Center, as applicable, to other primary agencies in a Satellite EOC
- Process requests for state assistance, when received, and forward to Satellite EOC for action, when appropriate.
- Receive and integrate input from other primary agencies in the Satellite EOC for State EOC outputs such as daily SitReps, emergency action plans, media releases, after action reviews, etc., as appropriate.

4.3 Supporting Agencies

a. Maine State Museum

- Establish a State Satellite EOC when requested by MEMA or the DACF representative to the State EOC.
- Notify and assemble appropriate support and public/private support agencies in the Satellite EOC, as needed.
- Direct Satellite EOC operations, which include, but are not limited to:
 - Maintain communications between the Satellite EOC and the DACF representative in the State EOC.
 - Provide situational awareness and common operating picture to the DACF representative in the State EOC.
 - Disseminate Joint Information Center products, as applicable.
 - Coordinate requests for state assistance that are received from the State EOC.
 - Provide input from Satellite EOC to the State EOC for State EOC outputs such as daily SitReps, emergency action plans, media releases, after action reviews, etc., as appropriate.
- Establish and maintain museum resources and networks.
- Mobilize and coordinate museum resources and networks, as needed, to fulfill requests for state assistance.

b. Maine State Library

- Provide representation to the State Satellite EOC upon request by the Maine State Museum.
- Serve as alternate State Satellite EOC director, when requested.
- Establish and maintain library resources and networks.

- Mobilize and coordinate library resources and networks, as needed, to fulfill requests for state assistance.

c. Maine State Archives

- Provide representation to the State Satellite EOC upon request by the Maine State Museum.
- Serve as alternate State Satellite EOC director, when requested.
- Establish and maintain archival resources and networks.
- Mobilize and coordinate archival resources and networks, as needed, to fulfill requests for state assistance.

d. Support Agencies

- Be prepared to provide representation to the State Satellite EOC (less MEMA) upon request by the Maine State Museum.
- Establish and maintain list of resources and networks that can be employed by the primary agencies upon request.
- Mobilize and coordinate resources and networks, as needed, to fulfill requests for state assistance.
- Provide consultation to the State Satellite EOC upon request.
- (MEMA) Coordinate logistics requests from the State Satellite EOC for non-cultural/historic property resources in support of impacted cultural institutions.

e. Public/Private Support Organizations

- Maintain communications with the State Satellite EOC from a remote location when notified by a primary agency.
- Be prepared to provide representation to the State Satellite EOC upon request.
- Provide consultation to responders in support of impacted cultural resources or historic properties, when requested by the State Satellite EOC.
- Mobilize and deploy or employ resources upon request by the State Satellite EOC.

Section 5: Direction, Control, and Coordination

- MEMA is the only agency that can authorize the activation of this appendix in order for the provisions of Title 37-B, MRSA, to take effect. Provisions include the protection from liability of all persons called into service by the State EMA to respond to or support the response to an emergency.
- The Primary Agencies responsible for implementing this appendix fall under the Operations Section in the State EOC for the purpose of tracking missions assigned to the ESF-11 lead.
- The ESF-11 lead in the State EOC (DACF) and the Satellite EOC coordinator (Maine State Museum):
 - Provides daily direction for all assigned missions, and
 - In coordination with MEMA, shall develop an organizational structure for directing, planning, prioritizing, implementing, and monitoring mission assignments from MEMA according to the Incident Command System (ICS).
- Agencies and organizations functioning under this appendix will retain operational control of their own resources in the field.
- Although the composition of the public/private support organizations listed in this appendix will likely change as a result of continued planning, it is anticipated that these agencies will constitute the basis for providing assistance to local governments following a major disaster or catastrophe. Additional adjunct organizations may be enlisted for their support of this appendix.

Section 6: Information Collection, Analysis, and Dissemination

Field staff and others not directly involved with incident response operations often encounter situations that are unknown to other elements of the State EOC and can provide valuable information that can enhance an effective response.

It is important therefore, that information related to the impacts of an incident on people, property, collections, the economy, services, infrastructure, etc. in terms of size, scope, severity, range, geography, etc. must be shared between the State EOC and the Satellite EOC as quickly as possible even if the impacts aren't directly related to cultural and historic properties. Information of this sort should be recorded on WebEOC to ensure widest dissemination.

Section 7: Communications

Communications between the State EOC, the Satellite EOC, and elements in field or remote locations in support of ESF-11, will use phone, email, and fax, as primary means for communicating.

WebEOC, a web-based incident management program, will be used to document all proceedings related to an incident. It will also be used as a source for report formats, templates, situational updates, and other tools needed for incident management.

Radio communications equipment may be requested from the State EOC when primary means of communications are compromised.

Section 8: Administration and Logistics

See ESF-11.

Section 9: References

- National Historic Preservation Act (www.achp.gov)
- Title 37B, MRSA (legislature.maine.gov)

Section 10: Acronyms and Definitions

10.1 Appendix Specific Acronyms

AIC	American Institute for Conservation
EOC	Emergency Operations Center
ERT	State Emergency Response Team
ESF	Emergency Support Function
CERC	Cultural Emergency Resource Coalition
DACF	Maine Department of Agriculture, Conservation & Forestry
ICS	Incident Command System
IDRP	State of Maine Interagency Disaster Recovery Plan
JIC	Joint Information Center
MEMA	Maine Emergency Management Agency

10.2 Appendix Specific Definitions

Archives (also archive, archival): Can refer to one or more collections or institutions, or to the profession of administering those collections or institutions.

- Materials created or received by a person, family, or organization, whether public or private;
- Permanent records;
- The division within an organization that collects archival records;
- 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 a reference to the collective holdings of an institution or repository.

Conservation: The profession devoted to the preservation of cultural property for the future. Conservation activities include examination, documentation, treatment, and preventive care, with the goal of preserving the original object.

Cultural Emergency Resource Coalition: Maine: 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: Physical evidence of human activity with artistic, educational, historic, scientific or social importance. These may include, but are not limited to archaeological sites, landscapes, historic buildings and structures (such as bridges or dams), or collections. Collections may include furniture, textiles, archaeological specimens, works of art, books, archives, collections of living plants and animals, digital files, etc. and may be housed in libraries, archives, museums, historic properties, public records repositories (like town halls or court buildings), or other repositories.

Essential Records: Records needed to assist in emergency response; to resume or continue governmental or 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 of Historic Places 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 non-profit agency or institution that seeks to preserve and promote interest in the history of a town, area, time period, or subject.

Joint Information Center (JIC): The JIC is a physical location with the tools to enhance the flow of public information. By collocating Public Information Officers, the JIC speeds information release time, enhances information coordination and analysis, reduces misinformation, maximizes resources, and helps build public confidence in response efforts.

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

Museum: A public or private non-profit 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.

Preservation: The protection of cultural property through activities that minimize chemical and physical deterioration and damage and that prevent loss of informational content. The primary goal of preservation is to prolong the existence of cultural property.

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 non-profit agency or institution.

Restoration: Treatment procedures intended to return cultural property to a known or assumed state, often through the addition of non-original material.

Salvage: To rescue or save artifacts and cultural material from wreckage/disaster.

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