

**STATE AND LOCAL MITIGATION PLANNING**  
**how-to guide**

**Integrating Historic Property  
and Cultural Resource  
Considerations Into  
Hazard Mitigation Planning**

FEMA 386-6 / May 2005



**FEMA**



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# the hazard mitigation planning process

Hazard mitigation planning is the process of determining how to reduce or eliminate the loss of life and property damage resulting from natural and manmade hazards. As shown in this diagram, the hazard mitigation planning process consists of four basic phases.

For illustration purposes, this diagram portrays a process that appears to proceed sequentially. However, the mitigation planning process is rarely a linear process. It is not unusual that ideas developed while assessing risks should need revision and additional information while developing the mitigation plan, or that implementing the plan may result in new goals or additional risk assessment.

## organize resources

From the start, communities should focus on the resources needed for a successful mitigation planning process. Essential steps include identifying and organizing interested members of the community as well as the technical expertise required during the planning process.



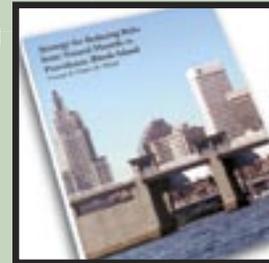
## assess risks

Next, communities need to identify the characteristics and potential consequences of hazards. It is important to understand how much of the community can be affected by specific hazards and what the impacts would be on important community assets.



## develop a mitigation plan

Armed with an understanding of the risks posed by hazards, communities need to determine what their priorities should be and then look at possible ways to avoid or minimize the undesired effects. The result is a hazard mitigation plan and strategy for implementation.



## implement the plan and monitor progress

Communities can bring the plan to life in a variety of ways ranging from implementing specific mitigation projects to changes in the day-to-day operation of the local government. To ensure the success of an ongoing program, it is critical that the plan remains relevant. Thus, it is important to conduct periodic evaluations and make revisions as needed.



# foreword



# foreword

The Federal Emergency Management Agency (FEMA) has developed a series of mitigation planning “how-to” guides for the purpose of assisting Tribes, States, and local governments in developing effective hazard mitigation planning processes. The material presented in these guides is intended to address the needs of both large and small communities with varying degrees of technical expertise and financial reserves.

The topic area for this guide is “Integrating Historic Property and Cultural Resource Considerations into Hazard Mitigation Planning.”

Other guides that have been developed by FEMA as part of the “how-to” series include:

- Getting started with the mitigation planning process, including important considerations for how you can organize your efforts to develop an effective mitigation plan (FEMA 386-1);
- Identifying hazards and assessing losses to your community, State, or Tribe (FEMA 386-2);
- Setting mitigation priorities and goals for your community, State, or Tribe and writing the plan (FEMA 386-3); and
- Implementing the mitigation plan, including project funding and maintaining a dynamic plan that changes to meet new developments (FEMA 386-4).

These four guides are commonly referred to as the “core four” as they provide a broad overview of the core elements associated with hazard mitigation planning. In addition to these “core four,” FEMA has developed a series of supplementary “how-to” guides that are to be used in conjunction with the “core four” and address the following special topic areas:

- Evaluating potential mitigation actions through the use of benefit-cost review (FEMA 386-5);



**mit-i-gate\ 1:** to cause to become less harsh or hostile; **2:** to make less severe or painful.

**plan-ning\ :** the act or process of making or carrying out plans; *specif:* the establishment of goals, policies and procedures for a social or economic unit.



**DMA****Focus on Preparedness**

Because of the increasingly devastating effects of natural disasters and the growing threats of manmade damages associated with terrorism, emergency personnel across the United States have increased their efforts to better protect their communities. This increased emphasis on pre-disaster planning and preparedness is a direct outgrowth of the Disaster Mitigation Act of 2000 (P.L. 106-390 [DMA 2000]), which amended the Robert T. Stafford Relief and Emergency Assistance Act.

DMA 2000 continues the requirement for a State mitigation plan as a condition of disaster assistance, while new language requires that Tribes and local jurisdictions now have a plan to be eligible for disaster assistance. Tribes can choose to follow the State planning requirements if they wish to be grantees for FEMA funding programs or the local planning requirements if they wish to apply for disaster funds through the State as subgrantees. Additionally, the new language emphasizes the need for Tribal, State, and local jurisdictions to closely coordinate mitigation planning and implementation efforts. Incentives to assist in the development of plans are also provided.

DMA also emphasizes coordination among agencies and public participation, important components of the hazard mitigation planning process. To this end, collaboration among Federal, Tribal, State, regional, and local agencies is critical to reducing disaster-related damage to historic properties and cultural resources and ensuring that communities can not only survive, but also thrive.

The integration of historic properties and cultural resources into comprehensive mitigation planning is critical to the spirit and intent of DMA 2000. Planning for historic properties and cultural resources within existing programs and policies can enhance a jurisdiction's ability to understand and document its vulnerability to natural and manmade hazards.

- Incorporating special considerations into hazard mitigation planning for historic properties and cultural resources, the topic of this how-to guide (FEMA 386-6);
- Incorporating mitigation considerations for manmade hazards into hazard mitigation planning (FEMA 386-7);
- Using multi-jurisdictional approaches to mitigation planning (FEMA 386-8); and
- Finding and securing technical and financial resources for mitigation planning (FEMA 386-9).

## Why should you take the time to read these guides?

- It is more cost-effective to assess potential effects from a disaster and to implement preventative measures than to wait for a disaster to strike and then assess actual impacts;
- State and Federal aid is usually insufficient to cover the full extent of physical and economic damages resulting from disasters;
- A surprising amount of disaster damage can be prevented if you understand where and how these phenomena occur; and
- The impacts of both natural and manmade hazards can be reduced; response and recovery rates can be increased.

In addition, Tribes, States, and local communities are required to have FEMA-approved hazard mitigation plans in place to qualify for various FEMA grant programs, including the Hazard Mitigation Grant Program (HMGP) and the Pre-Disaster Mitigation Competitive Grant Program (PDM-C).

## Who is the audience for this how-to guide?

This guide is designed for all practitioners involved in creating a hazard mitigation plan (e.g., planners and emergency managers). Why should planners and emergency managers consider historic properties and cultural resources? Because after a disaster, these



resources' special status as designated landmarks may complicate recovery efforts. However, these resources may also be assets that can help in creating mitigation plans with multiple community benefits.

This guide will be of value to citizens who love their communities and want to protect their historic and cultural assets. The guide will outline specific steps for how communities can harness their knowledge, talent, and energy to create a secure future for historic resources.

## What are the benefits of hazard mitigation planning?

The goal of the “how-to” guides is not only to teach the mechanics of mitigation planning but also to demonstrate the real-world benefits of mitigation planning:

- Your community can become more *sustainable and disaster-resistant* through selecting the most appropriate mitigation actions, based on the knowledge you gain in the hazard identification and risk assessment process;
- You will be able to *focus your efforts on the hazard areas most important to you* by determining and setting priorities for mitigation planning efforts; and
- You can *save money* by providing a forum for engaging in partnerships that could provide technical, financial, and/or staff resources in your effort to reduce the effects, and hence the costs, of natural and manmade hazards.

These guides provide a range of approaches to preparing a hazard mitigation plan. While there is no one right planning process, there are several elements that are common to all successful planning endeavors, such as engaging citizens, developing goals and objectives, and monitoring progress. Select the approach that works best in your Tribe, State, or community.



### The Goals of This Guide

This special-topic guide, *Incorporating Historic Property and Cultural Resource Considerations Into Hazard Mitigation Planning*, will provide information and assistance to Tribes, States, and local governments on how to integrate historic preservation planning considerations into the hazard mitigation planning process to protect important historic properties and cultural resources from natural and manmade hazards. *This guide* will help your jurisdiction accomplish the following:

- Identify and pull together resources that enhance the planning team's capability for incorporating historic property and cultural resource considerations into the hazard mitigation plan;
- Determine which historic properties and cultural resources are likely to be damaged in a disaster and prioritize those most important for protection;
- Evaluate potential hazard mitigation actions for historic properties and cultural resources through the use of benefit-cost analysis and other decision-making tools; and
- Develop and implement a hazard mitigation plan that addresses historic properties and cultural resources.

Because each of the four mitigation planning phases is covered comprehensively in its own how-to guide, references to other publications in the series are often used in lieu of full explanations of a process or activity. Furthermore, this guide is intended as a general guidance tool for the broad audiences that are likely to comprise Tribal, State, and local mitigation planning teams, including government agencies, community interest groups, and cultural organizations.





introduction

# introduction

**A**lthough a new and evolving concept, the importance of integrating historic property and cultural resource considerations into mitigation planning has been made all too apparent in disasters that have occurred in recent years, such as the Northridge earthquake in California, or the Midwest floods. The effects of a disaster can be wide-ranging—from human casualty to property damage to the disruption of governmental, social, and economic activity. Often not considered, however, are the potentially devastating effects of disasters on historic properties and cultural resources. Historic buildings and structures, artwork, monuments, family heirlooms, and historic documents are often irreplaceable, and may be lost forever in a disaster if not considered in the mitigation planning process. The loss of these resources is all the more painful and ironic considering how often residents rely on their presence after a disaster, to reinforce connections with neighbors and the larger community, and to seek comfort in the aftermath of a disaster.



*In the wake of a series of tornadoes, many of Pierce City, Missouri's commercial historic buildings were heavily damaged.*

Photo courtesy of the American Red Cross

## Plan to Protect

Sometimes residents don't recognize how important their historic properties are until they are gone. When disaster strikes a community's historic downtown, the identity and economic vitality of the community can be wiped out in a single blow. Pierce City, Missouri, offers a poignant example. On May 4, 2003, tornadoes tore through Pierce City, a community of 1,800, destroying approximately 100 homes and close to 40 percent of the downtown businesses, including historic buildings that were more than a century old. Quotes from residents, contained in a newsletter from the American Red Cross, provided some insight into the devastation wrought:

*"While most of the town survived, its heart has been damaged."*

*"Our beautiful little town has been destroyed... Antique stores and boutiques occupied most of the downtown historic buildings. They have been reduced to piles of rubble... The National Guard Armory, where many fled to take shelter, collapsed on them."*

*"It was the prettiest little town in Missouri, but now it's all gone, all the history, all its character—everything."*



## Yesterday's Architecture, Tomorrow's Economy

The following are just a few examples of how historic preservation provides significant economic benefit:

In **Virginia**, according to the Mosby Heritage Area Web site, "Statewide reports indicate that every million dollars spent rehabilitating historic buildings in Virginia generates 15.6 construction jobs, 14.2 jobs in other sectors of the economy, and \$779,800 in household earnings. That means that every million dollars spent on restoration in Virginia creates 3.4 more jobs and adds \$53,500 more to local household incomes than the same amount spent on new construction." See <http://www.mosbyheritagearea.org/Report/renovate.html>.

In Richmond, property assessments in the Shockoe Slip historic district, an old residential neighborhood changing over to residential and commercial uses, increased 245% between 1980 and 1990, while the rate in the city as a whole was just 8.9% (according to *The Importance of Historic Preservation in Downtown Richmond: Shockoe Ship Area, a Case Study*, 1991).

The Virginia Tourism Corporation reports that visitors to historic homes stay an average of 3.6 nights and spend \$497 per trip, while Civil War buffs following a car route tend to stay 4.1 nights and spend \$547. The average pleasure visitor to Virginia stays 2.0 nights and spends an average of \$249 per trip.

In **Florida**, the last three decades have witnessed the development of many historic preservation programs that have encouraged economic growth. According to *Economic Impacts of Historic Preservation in Florida* (available online from the Florida Department of State, Division of Historical Resources, Bureau of Historic Preservation ([http://www.flheritage.com/files/economic\\_impact.pdf](http://www.flheritage.com/files/economic_impact.pdf)), the economic impact of historic preservation is \$4.2 billion annually, including the following in 2000 alone:

- More than 123,000 jobs were generated in Florida from historic preservation activities;
- More than \$657 million in State and local taxes were generated from spending on historic preservation activities with \$317 million in income; and
- More than \$3.7 billion was spent in Florida by tourists who visited historic sites.

In **Georgia**, according to *Profiting from the Past: the Economic Impact of Historic Preservation in Georgia*, the rehabilitation of historic properties from 1992 through 1996 created 7,550 jobs and \$201 million in earnings wages for workers and profits for local businesses. "In 1996, tourists spent over \$453 million on historic-related leisure activities, more money than they spent on evening entertainment, cultural events, or general sight-seeing activities." On average, heritage travelers stay almost two nights longer than other travelers.

Historic properties and cultural resources are also valuable economic assets that increase property values and attract businesses and tourists. Far from being at odds with economic development, preservation of these assets is often an important catalyst for economic development (e.g., historic downtown revitalization programs leading to growth in heritage tourism).

*Historic preservation planning* allows for the protection of historic properties and cultural resources before they are threatened with demolition or alteration. *Hazard mitigation planning* allows for the protection of life and property from damage caused by natural and manmade hazards. *Integrating* these two planning processes will help to ensure the future growth of safe and sustainable historic communities.





## Key Terminology

### Historic Preservation

The process of identifying, evaluating, protecting, preserving, and using historic properties “as a living part of our community life and development in order to give a sense of orientation to the American people” (preamble of the National Historic Preservation Act [NHPA]).

Historic preservation is a field that allows communities to preserve a sense of place, a unique identity, and a link to the past. It is an important tool not only for educating residents and visitors about the history of a place, but it can also help maintain community pride and a sense of belonging.

The historic preservation movement began as a reaction to the destruction of important historic properties. Similarly, the emergency management movement began as a reaction to the devastating effect of natural disasters. Over time, both fields have evolved in a similar manner. Today both movements are more proactive and planning-oriented, and focus on prevention.

### Historic Property

Any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places (National Register) maintained

by the Secretary of the Interior. This term includes artifacts, records, and remains that are related to and located within such properties. The term includes properties of traditional religions and cultural importance to an Indian Tribe or Native Hawaiian organization and that meet the National Register criteria. (Source: 36 CFR Part 800.16 [I][1].)

### Cultural Resources

Non-living examples of objects acquired and preserved because of their potential value as examples, as reference material, or as objects of artistic, historic, scientific, educational, or social importance, either individually or as a collection.

Cultural resources include “moveable heritage,” such as collections of artifacts, statuary, artwork, and important documents or repositories. Often housed in libraries, museums, archives, historical repositories, or historic properties, these resources range from three-dimensional examples such as sculptures, historic furnishings, family heirlooms, or textiles, to two-dimensional examples such as family records, written history or memorabilia, old photographs and maps, and other archival materials.

## How do you use this and the other how-to guides?

Information from the “core four” guides (i.e., the first four guides in the how-to series that cover the four phases of the hazard mitigation planning process) has been summarized or adapted as it applies to historic properties and cultural resources. This guide, therefore, is to be used in conjunction with the core four guides.

The planning process for each community or jurisdiction is unique as each area will experience growth and change in a variety of ways. As a result, the step-by-step sequence outlined in this guide should be tailored to meet the needs of each jurisdiction. It should, however, be noted that the process illustrated in this guide is based on certain steps associated with successful planning processes.

### Types of Information Found in the How-To Series

This guide, as well as the other guides in the how-to series, contains a wide variety of information, as explained below.



## Evaluate Your Community and Test Your Knowledge

Evaluation tests are included to help you assess your jurisdiction’s current planning process. In addition, the questions under “Test Your Knowledge” are designed to assess your comprehension and understanding of the material covered in the guide.

### *Icons*

In order to aid the reader, the how-to series has developed a system of icons that should be used to interpret information contained in the sidebars. Specific icons are the following:



The “**Caution**” icon contains important information for avoiding common pitfalls that can lead to unsuccessful planning processes.



The “**DMA**” icon provides information relating to the hazard mitigation planning requirements outlined in the Disaster Mitigation Act of 2000 (DMA 2000) regulations.



The “**Glossary**” icon identifies terms and concepts for which a detailed explanation is provided in Appendix A – Glossary.



The “**States**” icon identifies guidance focused solely on the role of the State. Although much of the information will be the same for Tribal, State, and local governments, there are different requirements under DMA 2000 for Tribal, State, and local hazard mitigation plans. If a Tribe chooses to prepare a DMA 2000 State plan to be eligible for funding as a grantee, it should pay special attention to the States icon. Furthermore, States have additional responsibilities to assist local jurisdictions and Tribes in their planning efforts.



The “**Tips**” icon includes case studies and helpful hints that can be used in the planning process.



***Library***

A mitigation planning “Library” has been included in Appendix B. The library has a wealth of information, including Web addresses, reference sources, and other useful reference materials. All of the Web sites and references listed in the how-to guide are included in the Library.

***Worksheets***

Finally, to help track progress, worksheets have been developed to accompany activities in the guide. Blank worksheets are included in Appendix C – Worksheets. You can duplicate the blank forms in Appendix C and use them to organize your work as you implement the hazard mitigation planning process.

The remaining sections of this guide cover Phases 1 through 4 of the hazard mitigation planning process as they apply to historic properties and cultural resources.





**phase 1**