

BEFORE AND AFTER DISASTERS

Guidance for State and Tribal Historic Preservation Leaders
on Working with FEMA, NPS, and Other Federal Agencies

GUIDE





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INTRODUCTION

Purpose of This Guidance

This guide is designed to provide SHPOs, THPOs, and other historic preservation leaders with information to orient you to the ways the federal government assists historic preservation offices following a disaster. This guidance is intended for *all* state, territorial, and tribal historic preservation leaders, but throughout this document will be shortened to SHPOs and THPOs. The guidance provides information on grants, agencies, and other resources that *may* be available to provide assistance following a disaster. The availability of some of these resources will depend on the size, scope, type, breadth, and severity of the disaster; not all resources will be available for every disaster. However, with this information, SHPOs and THPOs can better plan and execute their Response strategies and better understand the types of technical and financial assistance available to them under Recovery. In addition, this guidance explains relevant sections of the National Response Framework and the National Disaster Recovery Framework so that SHPOs and THPOs can make targeted requests for the type of assistance they need—in short, to know how to ask the right person the right questions.

To assist state and tribal governments with understanding the network of federal assistance, this document includes the following sections:

- Overview of the Federal Emergency Management Agency (FEMA)
- Discussion of other partners before, during, and after a disaster
- Phases of disaster management
- Historic preservation and cultural resource—focused funding opportunities

Additional information is included as appendices that provide context on:

- How FEMA works
- How to ask for help from FEMA
- FEMA's Public Assistance Program
- National Park Service Emergency Supplemental Historic Preservation Fund

This guidance was developed with a focus on natural disasters. Although much of the theory of disaster management is similar for man-made disasters, the resources available to state and tribal government may be different.

Authors

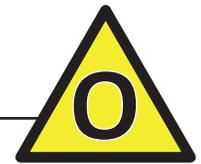
The following agencies and organizations contributed to the preparation of this guidance:

- National Park Service, State, Local, Tribal, Plans & Grants Division
- National Park Service, Cultural Resources GIS Facility
- Department of the Interior, Office of Environmental Policy and Compliance
- Federal Emergency Management Agency, Heritage Emergency National Task Force
- Federal Emergency Management Agency, Office of Environmental Planning and Historic Preservation
- National Association of Tribal Historic Preservation Officers
- National Conference of State Historic Preservation Officers
- North Carolina Department of Natural and Cultural Resource, Division of Historic Resources
- Colorado Office of Archaeology & Historic Preservation

Comments and Feedback Welcome

This guidance is only useful in its application and will improve through use. Comments and feedback from those who have used it are essential to ensuring that the information is relevant and accurate. Comments may be sent to STLPG@nps.gov.

OVERVIEW



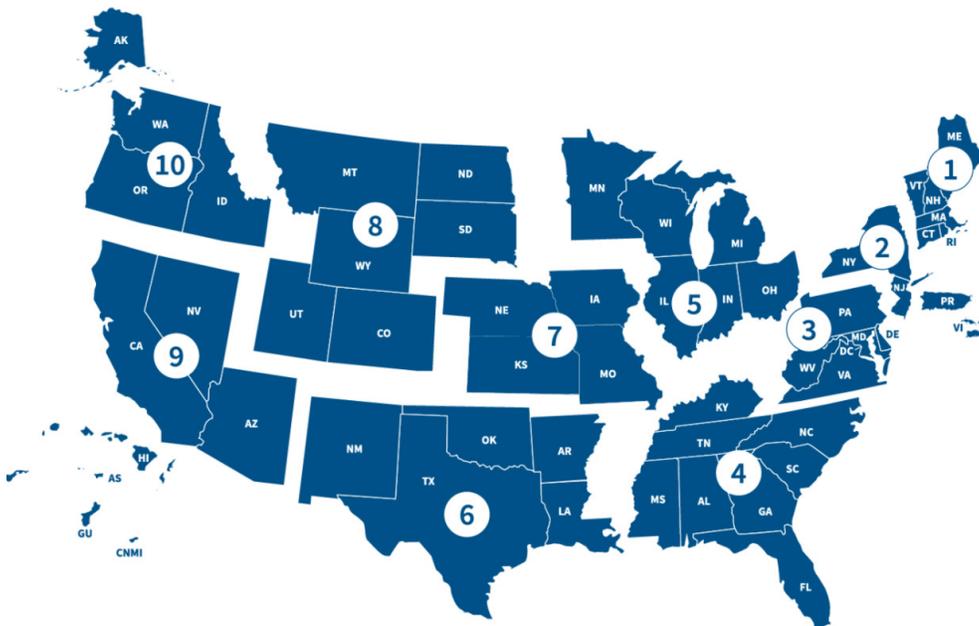
State, Local, Tribal, and Territorial Government Role

Following a major disaster event, the duty and responsibility for coordinating response and recovery activities fall to State, Local, Tribal, and Territorial (SLTT) emergency management officials. In most disaster response/recovery operations, it is only following a request from SLTT emergency management offices that FEMA and other federal resources may become available. For this reason, it's critical that SHPOs and THPOs forge a partnership with their state and/or tribal emergency management office. In the immediate aftermath of a disaster, the state/tribal emergency management agency (EMA) assists in identifying resources for immediate support. The EMA will also be able to connect SHPOs and THPOs with available federal technical and funding resources when they become available. Thus, establishing and maintaining this relationship is critical.

How FEMA Is Structured

FEMA is headquartered in Washington, D.C., and has ten regions that serve the United States and its territories. Each regional office is responsible for coordination with SLTT partners to ensure that communities are equipped to prepare for and respond to disasters.

FEMA Regions (<https://www.fema.gov/about/organization/regions>)



Region	States/Territory
1	Connecticut Maine Massachusetts New Hampshire Rhode Island Vermont
2	New Jersey New York Puerto Rico Virgin Islands
3	Delaware Maryland Pennsylvania Virginia District of Columbia West Virginia
4	Alabama Florida Georgia Kentucky Mississippi North Carolina South Carolina Tennessee
5	Illinois Indiana Michigan Minnesota Ohio Wisconsin
6	Arkansas Louisiana New Mexico Oklahoma Texas
7	Iowa Kansas Missouri Nebraska
8	Colorado Montana North Dakota South Dakota Utah Wyoming
9	Arizona California Hawaii Nevada Guam American Samoa Commonwealth of Northern Mariana Islands Republic of Marshall Islands Federated States of Micronesia
10	Alaska Idaho Oregon Washington

Environmental Planning and Historic Preservation (EHP)

The integrity of our natural and historic landscape is important to us all, and steps taken to strengthen or rebuild communities can have long-term environmental and cultural impacts. To ensure proper stewardship of historic properties and the environment, more than 30 federal regulations, directives, and legal mandates — in addition to state laws and codes — are in place to protect these resources.

FEMA's EHP experts provide specialized guidance and practical long-term planning assistance to communities across the country to ensure that proposed projects align with environmental planning and preservation requirements. Your primary point of contact (POC) in your FEMA region is the Regional Environmental Officer (REO) or the designated EHP POC, e.g., Region Section 106 Lead, HP Lead, Tribal Liaison. Contact information for your REO can be found by calling the main number in your FEMA region; see <https://www.fema.gov/about/contact#regions>.

FEMA's Five Mission Areas

Prevention. Prevent, avoid, or stop an imminent, threatened, or actual act of terrorism

Protection. Protect our citizens, residents, visitors, and assets against the greatest threats and hazards in a manner that allows our interests, aspirations, and way of life to thrive

Mitigation. Reduce the loss of life and property by lessening the impact of future disasters

Response. Respond quickly to save lives, protect property and the environment, and meet basic human needs in the aftermath of a catastrophic incident

Recovery. Recover through a focus on the timely restoration, strengthening, and revitalization of infrastructure, housing, and a sustainable economy, as well as the health, social, cultural, historic, and environmental fabric of communities affected by a catastrophic incident



Although SHPOs and THPOs are also invested in all five of FEMA's mission areas, the enclosed Guidance Checklist focuses on your interactions with federal entities to prepare for, respond to, and recover from disasters.

For more information about how FEMA works, refer to Appendix A.

Geographic Information System (GIS)

What are the benefits of using GIS? Why use it?

- Creating digital cultural resource inventories in GIS, as well as developing data standards and processes to share that data quickly following a disaster, are all critical elements of protecting our heritage and improving preparedness.
- Following a disaster, having the ability to quickly capture locations of resources, current status, and degree of damage is fundamental to response and recovery phases.
- Additional information on GIS can be found at the following sites:
 - National Preservation Institute FREE training on the importance of mapping cultural resources: <https://training.npi.org/courses/the-importance-of-mapping-cultural-resources>
 - Cultural Resources GIS Facility Story Map on the importance of documenting cultural resources prior to a disaster: <https://www.nps.gov/gis/storymaps/mapjournal/v2/index.html?appid=00513adce18c-4f2080ab884d827a3aa8&fbclid=IwAR2ZbjWbeAfXe4t14wc8m4A0kx2hjybJ0iiWPKNO6XpPB-6r3j-09FAyOzA>

With whom should data be shared?

Data should be shared with state, federal, tribal, territorial, and local partners coordinating disaster response and recovery. The majority of spatial data relating to the presence of known resources resides with sources such as SHPOs, THPOs, federal agencies, and local governments. Visibility of sensitive data, such as the location of

archaeological sites, may be restricted to personnel who meet the [Secretary of the Interior’s professional qualifications](#). For Official Use Only (FOUO) is a document designation also used by federal agencies to identify information or material that, although unclassified, may not be appropriate for public release.

Appendix D describes tools available through ArcGIS Online to share data, protect sensitive information, and easily exchange information.

What are suggested data standards and where can they be found?

- Data standards document the spatial data itself, how it was created, and how it can be used by the receiving party.
- Common data standards between agencies facilitates sharing of data and eases the transfer requirements.
- National Park Service (NPS) Cultural Resources GIS Facility developed a cultural resource spatial data transfer standard:
 - https://www.nps.gov/crgis/crgis_standards.htm
- Additional cultural resource spatial data transfer standards are being developed through the Federal Geographic Data Committee (FGDC), Cultural Resource Subcommittee. Under the Geospatial Data Act (GDA), when these data standards are complete, they will apply to all federal agencies, as well as SHPOs, THPOs, Certified Local Governments, and other agencies receiving federal funds.
 - <https://www.fgdc.gov/organization/working-groups-subcommittees/crsc/index.html>

Where are other sources of data that are authoritative and could be used?

- “Authoritative” data sources are trusted data that are recognized by the Federal Geographic Data Committee and meet specific requirements. The NPS produces a nationwide data set of the National Register of Historic Places (NRHP), a National Geospatial Data Asset (NGDA), as an authoritative data set.
- SHPOs/THPOs may also publish their state/tribal NRHP data sets as “authoritative” data sets on GeoPlatform.gov.
- Additional data sets, such as roads, rivers, tax parcels, park boundaries, etc. are also considered authoritative data sources available to the public, for use in disaster response or survey of resources following a disaster.
 - GeoPlatform: <https://www.geoplatform.gov/>
 - Data.gov: <https://www.data.gov/>

Tools for collecting GIS data post-disaster

- Numerous spatial tools are available for the collection of post-disaster data, including location, condition, and photographs, among other information. Many of these tools also allow for the use of standard survey files for the collection of this information. These tools are accessible via tablet or smart phone.
- Some of the most popular survey tools are included here. Additional information on these tools appears in Appendix D.
 - ArcGIS Online: <https://www.esri.com/en-us/arcgis/products/arcgis-online/overview>
 - ESRI Survey123: <https://www.esri.com/en-us/arcgis/products/arcgis-survey123/overview>
 - ESRI Collector: <https://www.esri.com/en-us/arcgis/products/arcgis-collector/overview>
 - ArcGIS Field Maps: <https://www.esri.com/en-us/arcgis/products/arcgis-field-maps/overview>
 - Trimble GPS: <https://geospatial.trimble.com/>
 - Garmin GPS: <https://ph.garmin.com/products/outdoor/?cat=handhelds>
 - Leica GPS: <https://leica-geosystems.com/en-us/products/gnss-systems>

How can we obtain funding to assist in the development of GIS resources?

Following a disaster, National Park Service funding opportunities are sometimes made available at the discretion and direction of Congress to assist and support the development of GIS resources. NPS does not have the ability

to create or prioritize particular grant funding. When appropriations are received, the Historic Preservation Fund through NPS annual funding or through disaster-specific funding may sometimes be used in this way.

Non-profit groups/foundations may also be a resource that can be explored for assistance with GIS resources. Direct federal assistance may also be available during disaster recovery through FEMA mission assignment, but this GIS technical assistance will often require state cost-share.



KEY PARTNERS

The following list describes key partners in preparedness, response, and recovery. Although this list is by no means exhaustive, it demonstrates the range of services and assistance available to SHPOs/THPOs at the federal, state, and local level. Information on when SHPOs/THPOs interact with these key partners is noted in the Key Partners chart.

Federal Agencies

- **FEMA Office of Environmental Planning & Historic Preservation (OEHP)**
 - Federal Preservation Officer
 - Provides oversight of FEMA’s historic preservation (HP) compliance responsibilities under NHPA as the point of contact for review and concurrence of programmatic initiatives.
 - Provides advice on policy and guidance documents that affect FEMA’s EHP review process.
 - Advocates for and supports development of agreements with federal and SLTT agencies to meet historic preservation requirements.
 - Heritage Emergency National Task Force (HENTF)
 - A partnership between FEMA and the Smithsonian Institution that advocates for the protection of cultural heritage in the U.S. Its members, comprising more than 60 national service organizations and federal agencies, can provide guidance and technical expertise regarding collections and records before, during, and after disasters.
- **FEMA Regional Offices – Environmental & Historic Preservation (EHP)**

SHPOs/THPOs will primarily interact with **FEMA Environmental and Historic Preservation (EHP)** when FEMA conducts its **Section 106 review** of the National Historic Preservation Act (NHPA) responsibilities.

 - Regional Environmental Officer or designated EHP POC
 - The **FEMA Regional Environmental Officer (REO)** or a designated member of the regional EHP team will be the primary point of contact during the **planning** and **response** stages of a federally declared disaster.
 - SHPOs/THPOs work with the **FEMA REO** or designee to develop or update the **FEMA Programmatic Agreement**.
 - EHP Advisor
 - Once a **Joint Field Office (JFO)** is established, project reviews (**including Section 106 reviews**) are conducted by EHP staff in the field. For the **recovery** stage, the **Environmental Historic Preservation Advisor (EHAD)** will often serve as the primary point of contact. The EHAD will regularly update the REO on any concerns or issues and elevate any controversial projects (such as undertakings that may cause adverse effects to historic properties).
- **Advisory Council on Historic Preservation**

The Advisory Council on Historic Preservation (ACHP) is an independent federal agency that promotes the preservation, enhancement, and productive use of our nation’s historic resources and advises the President and Congress on national historic preservation policy.

 - The Office of Federal Agency Programs (OFAP) coordinates compliance under Section 106 of NHPA and works with federal agencies to improve their historic preservation programs and historic properties stewardship. It also provides technical assistance, guidance, and training to diverse audiences on how to use the Section 106 process.

- The Federal Permitting, Licensing, and Assistance Section provides comment on federal undertakings and agreement documents when appropriate. Federal agencies are expected to notify ACHP when an undertaking results in an adverse effect to a historic property. ACHP may also provide comment when the development of agreement documents is considered controversial or when Section 106 compliance involves a conflict of interest.
- **Department of the Interior**
 - Office of Environmental Policy and Compliance
 - Emergency Support Function (ESF) #11 – National Coordinator
 - Natural and Cultural Resource Recovery Support Function (NCR RSF) – National Coordinator
 - ESF #11 and NCR RSF National Coordinators work extensively with FEMA and the various supporting and primary agencies that make up the ESF and RSF. The coordinators often take the lead in coordinating support required during the response and recovery phases. The coordinators can assist in making connections with other federal agencies.
 - Regional Office – Regional Environmental Officers
 - Regional Environmental Officers work with the national coordinators and other agencies to ensure that support is provided during the planning, response, and recovery stages. They serve as the initial regional point of contact for DOI.
 - National Park Service
 - State, Tribal, Local, Plans & Grants Division
 - Administers the Historic Preservation Fund (HPF) for funding to states, tribes, local governments, and nonprofits to carry out the National Historic Preservation Act through annual and competitive grants
 - Awards supplemental appropriations directed toward historic preservation through competitive grants to disaster-impacted states, tribes, and territories. Frequently, these supplemental appropriations are designed to assist states and tribes with Section 106 compliance responsibilities and to support public and private property owners with repairs to damaged historic resources.
 - Provides resources to disaster-impacted states, tribes, and territories through training (offered through FEMA), mobile survey tools, and technical assistance
 - Certifies local government partners (called Certified Local Governments) together with State Historic Preservation Offices. These local governments have made a commitment to preservation in their community and are eligible for funding from the Historic Preservation Fund
 - National Center for Preservation Technology and Training
 - Provides disaster response and recovery guidance for collecting institutions as well as condition assessment tools
 - National Park Service Regional Offices
 - Provide subject matter expertise and assistance with National Historic Landmarks
 - ESF and RSF Primary and Supporting Agencies
 - Multiple agencies (Advisory Council on Historic Preservation, Army Corps of Engineers, U.S. Coast Guard, etc.) serve as primary and supporting agencies under the ESF and RSF. These agencies can provide assistance and subject matter expertise, as appropriate and able. The ESF and RSF National Coordinators can help make connections with these agencies.
 - A full list of primary and supporting agencies and their capabilities can be found in the ESF #11 and NCR RSF Annexes (see Resources section).

National Service Organizations

The following national service organizations often have a large network of members from across the country that can help speak to local or regional preservation concerns, as well as draw on members with technical or legal expertise that can be applied during disaster recovery.

National Conference of State Historic Preservation Officers (NCSHPO)

- NCSHPO is a nonprofit organization whose members are the state government officials (State Historic Preservation Officers, or SHPOs) and their staff who carry out the Federal Historic Preservation Program as delegates of the Secretary of the Interior pursuant to the National Historic Preservation Act of 1966, as amended (NHPA). NCSHPO serves as a communications vehicle between SHPOs, federal agencies, and other organizations. It also educates the public and elected officials about the national historic preservation program, legislation, policies, and regulations.
- Contact: Erik Hein, Executive Director, hein@ncshpo.org

National Association of Tribal Historic Preservation Officers (NATHPO)

- Founded in 1998, NATHPO is a national, nonprofit, membership organization of Tribal Historic Preservation Officers that supports and encourages Tribal historic preservation programs by promoting tribal sovereignty, developing partnerships, and advocating for Tribes in governmental activities on preservation and funding issues. NATHPO's overarching purpose is to empower Tribal preservation leaders to protect culturally important places that perpetuate Native identity, resilience, and cultural endurance.
- Contact: Valerie Grussing, Executive Director, valerie@nathpo.org

National Trust for Historic Preservation

- The National Trust is a privately funded, nonprofit, member-supported organization that was founded in 1949 by congressional charter to support the preservation of America's diverse historic buildings, neighborhoods, and heritage through its programs, resources, and advocacy. For 70 years, the National Trust has worked to save America's historic sites, tell the full American story, build stronger communities, and invest in preservation's future.
- Contact: Rob Nieweg, Vice President, Preservation Services & Outreach Department, rnieweg@saving-places.org

Society for American Archaeology (SAA)

- SAA is the largest scholarly group concerned with the archaeology of the modern world (A.D. 1400–present). The society's focus is the era since the beginning of European exploration. SAA promotes scholarly research and the dissemination of knowledge concerning historical archaeology. The society is specifically concerned with the identification, excavation, interpretation, and conservation of sites and materials on land and underwater.
- Contact: Terry Klein, Chair, Government Affairs Committee, tklien@srifoundation.org; Sarah Miller, Chair, Heritage at Risk Committee, semiller@flagler.edu
- SAA partners with the Advisory Council on Underwater Archaeology (ACUA), which focuses specifically on submerged sites.
- Contact: Ashley Lemke, Chair, Board of Directors, Ashley.lemke@uta.edu

National Association of State Archaeologists

- The organization's purpose is to facilitate communication among State Archaeologists and thereby contribute to the conservation of cultural resources and to the solution of problems in the profession. Consensus views of NASA will be communicated to governmental agencies and organizations concerned with management of cultural resources.
- Contact: Dr. Ruth Troccoli, President, ruth.troccoli@dc.gov; NASA@list.uiowa.edu

American Institute of Architects, The Resilience Network Committee

- The AIA Resilience Network focuses on topics of disaster assistance, hazard mitigation, climate adaptation, and resilience by creating a forum for knowledge sharing, networking, news, and events and opportunities for external and internal project participation. Resilience is a systems-based approach to addressing shocks and stresses, and it requires a variety of perspectives, skills, and experiences. AIA members of all backgrounds and levels of expertise are encouraged to join and actively participate so that the profession can move forward in creating resilient communities.

- Disaster response training for architects: <https://www.aia.org/resources/69766-disaster-assistance-program>
- Contact: Information can be found through your local chapter: <https://www.aia.org/find-chapter>

Association for Preservation Technology International Disaster Response Initiative

- The Association for Preservation Technology (APT) International Disaster Response Initiative Task Group is focusing on bringing awareness to heritage structures that are vulnerable to natural and man-made disasters. This initiative was created at the request of APT President Dean Koga at the 2017 Ottawa Conference in an effort to utilize APT's technical strengths and resources in the preservation of heritage structures. Its goal is to aid local and federal governments and like-minded organizations currently involved in disaster response. The task group is also exploring how best to prepare at-risk communities in light of these hazards.
- Program website: https://www.apti.org/index.php?option=com_content&view=article&id=85:disaster-response-initiative-task-group&catid=20:site-content
- Contact: Information can be found by contacting petc@apti.org.

National Alliance of Preservation Commissions

- NAPC helps communities build strong local preservation programs and leaders through education, training, and advocacy. Founded in 1983, NAPC serves as the leading voice and advocate for historic preservation commissions and local preservation leaders nationwide. In response to the growing threat of natural disasters to communities and their historic resources, NAPC has developed a comprehensive community resilience and disaster planning training program. CAMP Resilience is designed to strengthen local community response and resiliency to preserve historic resources in the face of natural disasters. To accompany this training, NAPC has also developed a resource toolkit to assist communities with their disaster planning and response needs.
- Program website: <https://napcommissions.org>
- Contact: Stephanie Paul, Executive Director, director@napcommissions.org

Main Street America

- Main Street America has been helping revitalize older and historic commercial districts for 40 years. Today it is a network of more than 1,200 neighborhoods and communities, rural and urban, who share both a commitment to place and to building stronger communities through preservation-based economic development. Main Street America is a program of the nonprofit National Main Street Center, Inc., a subsidiary of the [National Trust for Historic Preservation](#). The Main Street Community Disaster Preparedness and Resilience Program offers commercial district leaders a one-stop shop for existing resources as well as a toolkit to examine disaster preparedness and resilience.
- Program website: <https://www.mainstreet.org/home>
- Contact: Lindsey Wallace, Director of Strategic Projects and Design Services, lwallace@savingplaces.org

Association of State Floodplain Managers

The Association of State Floodplain Managers is a 501(c)(3) scientific and educational nonprofit organization dedicated to reducing flood loss in the nation. ASFPM's mission is accomplished by educating policymakers on sound floodplain management policies and practices; improving the knowledge of floodplain managers through the Certified Floodplain Manager (CFM) certification program; delivering on-going professional development and training events; conducting applied research, promoting emerging technologies, and developing tools that address all aspects of flooding and floodplain management; and increasing international awareness on flooding and flood loss reduction.

Program website: <https://www.floods.org>

Contact your state's floodplain manager: <https://www.floods.org/membership-communities/connect/state-floodplain-managers-scs/>

State/Tribal Emergency Management POC. Find links to homeland security and public safety websites from the states, territories, and the District of Columbia here: <https://www.dhs.gov/state-homeland-security-and-emergency-services>

Local Emergency Management Officials. Local emergency management officials will serve as the first point of contact following any emergency or disaster event. These officials are responsible for coordinating initial response operations and have the ability to coordinate with state/tribal/territorial emergency management officials to access additional support and resources should local capacity and capabilities be exhausted. Pre-disaster professional development is encouraged to help local emergency management officials become knowledgeable about threats to historic resources in their jurisdiction so that they may be more effectively provide assistance during emergencies.

State Hazard Mitigation Officer. The State Hazard Mitigation Officer (SHMO) is typically part of the State EMA. The SHMO coordinates the state's Hazard Mitigation Plan, serves as project manager for state mitigation planning and grants management, and collaborates with stakeholders to pursue efforts to make the state's resources more resilient. A list of SHMOs and their contact information can be found here: <https://www.fema.gov/grants/mitigation/state-contacts>

GIS coordinator for historic resources. The SHPO, tribe, or Office of the State Archaeologist may have GIS teams or staff to manage the mapping enterprise for the state's historic resources. Likewise, many state public safety or emergency management agencies have flood mapping, sometimes in real time; layering this information with historic resources layers can help track threats based on flooding during storm events.

Indian tribal government. As defined in the Stafford Act § 102(6) [42 U.S.C. 5122(6)], the term "Indian tribal government" means the governing body of any Indian or Alaska Native tribe, band, nation, pueblo, village, or community that the Secretary of the Interior acknowledges to exist as an Indian tribe under the Federally Recognized Indian Tribe List Act of 1994 (25 U.S.C. 479a et seq.).

State-recognized tribes. Some states recognize tribal nations that do not meet the definition of Indian tribal government under the Stafford Act. As an example, in North Carolina, state tribes may have representation statutorily through the auspices of the North Carolina Commission of Indian Affairs (<https://ncadmin.nc.gov/about-doa/divisions/commission-of-indian-affairs>). The Commission has been asked to serve as consulting party before. The Advisory Council on Historic Preservation has shared the [United Nations Declaration on the Rights of Indigenous Peoples](#) encouraging such consultations. Eligibility for disaster recovery and mitigation funding for state-recognized tribal government should be addressed with FEMA.

Public and Private Sector Entities

Municipal League / Association of County Commissioners. These statewide entities, representing the interests of local governments (organizational names vary from state to state), can act as a communications clearinghouse / training node and partner.

Regional councils of government. Regional service organizations may help coordinate aid and grant opportunities to local governments. For example, in North Carolina, the [Association of Regional Councils of Government](#) worked with the SHPO on hurricane grant applications, especially for smaller communities with limited personnel capacity.

Local preservation advocacy groups. Consider partnering with these groups to sponsor community workshops following a major disaster.

Private recovery efforts. The National Voluntary Organizations Active in Disaster (NVOAD) is a coalition of the major national voluntary organizations in the United States that have made disaster-related work a priority, especially with damaged residences and displaced families. While historic preservation is not their primary focus, training and outreach could be provided to them regarding historic properties, particularly as they handle storm recovery aspects.

State Department of Insurance. Constituents have many questions about the particular aspects of insurance coverage for historic properties, especially repair and replacement valuations. To that end, **public insurance adjusters** can help constituents with an independent valuation for policyholders. Other questions can and should be fielded by the State Department of Insurance.



PREPAREDNESS: Ready for Disasters

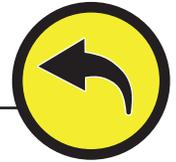
Disasters are inevitable, and all communities will likely be impacted by an event at some point in the future. Waiting until disaster strikes to identify key partners and begin planning for response can result in delayed recovery and exacerbate potential damages to sensitive historic facilities and cultural resources. Therefore it's important to invest time and consideration during "blue-sky days" toward adopting a plan, building partnerships, and knowing who you can contact for assistance when disaster strikes.

- **Pre-disaster documentation**
 - Wherever possible, maintaining documentation and records of your facilities and collections can be critical in preparing for future disaster events.
 - Documentation of pre-disaster conditions will be important in your ability to assess damages and justify requests for recovery grant funding after an event.
 - Photographs and videos are a simple and yet effective way to document the status of your resources, and these methods can be especially effective if a disaster event (e.g., fire, hurricane, flood) is forecast to potentially impact a facility in the near future.
- **Preparedness for disasters**
 - Understanding types of risk and potential impacts on facilities, collections, and/or resources allows for effective planning that can help avoid or mitigate impacts. Locate state and local hazard mitigation plans. Much of the work of identifying hazards and assessing risk is captured in those plans. Early coordination with these hazard mitigation plans and their intersection with the State Historic Preservation Plans are vital tools for protecting historic resources. The [Risk Evaluation and Planning Program](#) from the Foundation for Advancement in Conservation provides useful worksheets, checklists, and tips. Hazards that could impact you include:
 - **Natural disasters** – floods, earthquakes, hurricanes, tornadoes, wildfires, tsunamis, volcanic eruptions, severe winter storms
 - **Technological or human-caused disasters** – transportation accidents, hazardous materials incidents, nuclear accidents, dam and bridge failures, structural collapses, communications failures
 - **Acts of and/or potential acts of terrorism** – cybersecurity breaches; chemical, biological, radiological, nuclear, and high-yield explosives (CBRNE)
 - **Public health emergencies** – infectious disease outbreaks, epidemics, pandemics
 - Engaging with local first responders and emergency managers can be critical in safeguarding and minimizing impacts from a disaster to facility and collections. The more they know about a facility, its contents, and particular sensitivities, the more effective their decision making will be in protecting and/or saving these resources when they respond to an emergency.
- **Programmatic Agreements**

Programmatic Agreements are the most commonly used program alternative. They allow federal agencies to govern the implementation of a particular agency program through negotiation of an agreement between the agency, appropriate SHPO(s) /THPO(s), and the ACHP. In certain circumstances, the ACHP may also designate a specific agency agreement as a prototype agreement that can then be used for the same type of program or undertaking in more than one program or area. A federal agency may also pursue a "program PA" [36 CFR § 800.14(b)(2)] when it wants to create a Section 106 process that differs from the standard review process for all undertakings under a particular program. A program that has undertakings with similar or repetitive effects on historic properties can avoid the need for individual reviews for each project. Programmatic Agreements can also formally delegate Section 106 decision making responsibilities to non-federal parties, such as state departments of transportation.

 - Negotiating agreements with emergency response and recovery partners can be a valuable tool in minimizing or avoiding adverse impacts to historic properties, collections, and cultural resources following disasters.
 - Especially important during disaster response periods where time-sensitive activities are being undertaken to avoid loss of life and property, having previously discussed and negotiated emergency consultation measures and identified areas of particular sensitivity and concern can help

- first responders make better decisions that minimize impact to and protect historic structures and cultural resources.
- Creating programmatic allowances can create significant streamlining procedures, enabling partners working response and recovery missions to more effectively implement their missions while also ensuring appropriate communication and collaboration based on your office's specific priorities and areas of concern.



RESPONSE: Addressing Immediate Concerns

Remember that your local emergency manager will always be your first line of communication during disaster response. In the aftermath of a disaster or emergency, your local emergency manager identifies unmet needs and resource deficiencies and works with appropriate officials on measures to resolve them.

Engaging disaster response officials and first responders early in an operation can be critical to helping prevent adverse impacts to cultural resources (facilities, sites, collections, etc.). Quick decisions made during the response period ranging from selecting locations for staging of equipment, identification of routes for temporary/emergency roadways, and/or facilities considered for survivor sheltering may not always consider these potential impacts. Through partnership and engagement with disaster response officials, preservation practitioners can help ensure these critical disaster response activities can be implemented while avoiding or minimizing these adverse impacts to historic properties and cultural resources that otherwise may not be recognized or considered due to lack of knowledge and awareness.

Monitor State Emergency Management Agency's disaster information in real time

- SHPOs/THPOs should ensure connection is made with the local and state emergency management agency; in particular, with the state official responsible for coordinating and sharing information with FEMA regarding Preliminary Damage Assessments

Damage assessment

- SHPOs/THPOs should share information on impacts to historic properties with federal partners to ensure that available resources, including technical assistance, can be identified and accessed to support recovery of the affected site or property. (NPS, FEMA, Emergency Support Function #11 staff)
 - Information will be used for reporting to FEMA's National Response Coordination Center (NRCC) and Regional Response Coordination Center (RRCC) and potentially used in senior leadership briefings. This allows for early coordination among consulting parties when considering recovery efforts related to historic resources.
- Federal agencies will also share information originating at the NRCC or RRCC (e.g., flood inundation maps, situational reports, etc.)

Mission Assignment (MA)

- An MA is a work order for a federal agency issued by FEMA
- It can be issued to DOI to provide Subject Matter Experts (SMEs) or technical expertise or could be sent to another ESF for other needs.
 - Example MAs:
 - Historic architects to assist SHPOs/THPOs with assessment of damaged historic property
 - Obtaining a generator to power HVAC of damaged facility
 - Mission Assignments may include a state cost share. Therefore, Mission Assignments are often requested by a state emergency management official.  may require approval from a state official.
 - Early coordination with the ESF or RSF National Coordinator is vital. Such communication enables sharing of information and potential needs and leads to the identification of resources that may be available to assist.
- For more information, see Appendix B.

Role of Emergency Support Function #11 – Protection of Natural and Cultural Resources and Historic Properties

- ESF #11 supports unmet needs of states, tribes, and territories following a disaster.
- ESF #11 priorities during a disaster include:
 - Focusing on collecting information on impacts to historic properties, which will be shared with FEMA and DOI's NCR RSF
 - Working with FEMA and the state to try to address immediate needs that are expressed by the state through a Mission Assignment

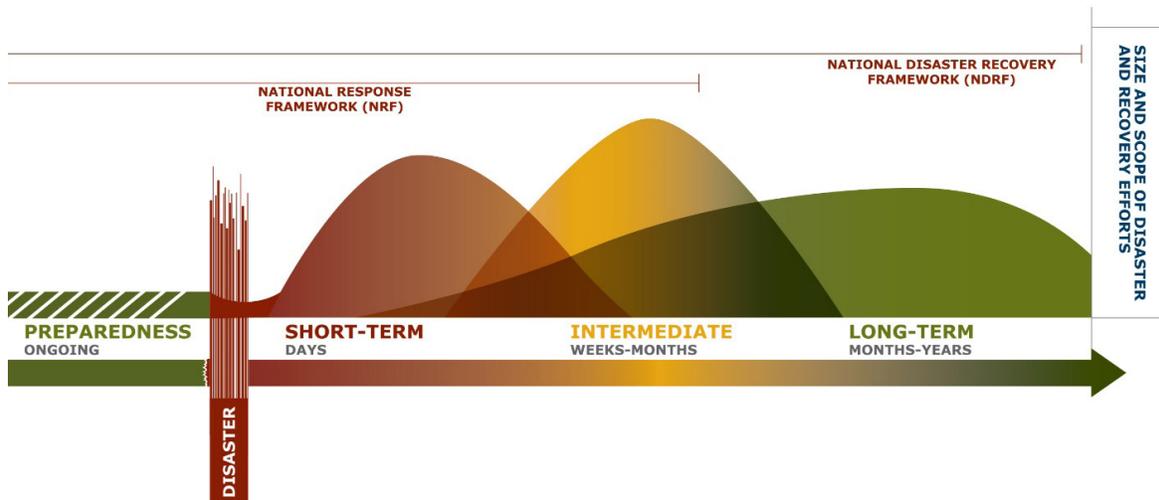


RECOVERY: Building Back

After response activities are underway or completed, an Advance Evaluation Team (AET) comprising FEMA and state staff may be activated to collect data to determine need and support recommendation for activation of Recovery Support Functions (RSFs). The AET will make recommendations to the Federal Coordinating Officer (FCO) and State Coordinating Officer (SCO) based on identified impacts and the capacity and capability of the state, tribe, or territory to determine if one, some, or all RSFs should be activated. RSFs are not activated for every disaster recovery operation.

- If the Natural and Cultural Resources Recovery Support Function (NCR RSF) is activated, a Field Coordinator will be deployed by DOI to the FEMA Joint Field Office (JFO) under a Mission Assignment or Inter-agency Agreement.
- Based on the presidential disaster declaration and the subsequent FEMA/state agreement, activation of the NCR RSF and/or federal technical support and resources will often be subject to state cost share. It's important to work with your state emergency management agency to understand these cost-share requirements as they can vary from state to state, or even disaster to disaster. 
- Activated RSF Field Coordinators will work with the state, tribe, or territory to identify unmet recovery needs, and then identify resources and/or programs that may be able to address these recovery needs.
- The RSF Field Coordinator may be deployed to a FEMA JFO for weeks to months following activation. Additional subject matter experts may be mobilized by the RSF Field Coordinator to assist in addressing specific technical issues associated with the recovery mission.
- RSF Field Coordinators are responsible for preparing input for two major recovery documents throughout the term of their activation. These documents include:
 - **Mission Scoping Assessment (MSA)** – a thorough and complete report documenting impacts and damages resulting from the disaster. The MSA also identifies current gaps in state and/or local recovery capabilities and capacity. This document is written in conjunction with state, tribal, or territorial agencies, and the state emergency management agency must concur before it is finalized.
 - **Recovery Support Strategy (RSS)** – an in-depth strategy documenting how federal and SLTT partners will go about implementing recovery and addressing specific impacts and recovery gaps identified in the MSA. The RSS identifies existing programs and resources – outside of FEMA Public Assistance – that can address recovery needs. The RSS also sets priorities for implementing recovery in alignment with the vision of the state, tribe, or territory.

Recovery Timelines



Short-Term Recovery

The initial stage of recovery begins weeks to months following the disaster event and may overlap with some disaster response activities.

- **FEMA Recovery Programs – Eligibility and Assessing Impacts.** FEMA Public Assistance and Individual Assistance programs are activated, and eligible applicants are determined in coordination with State Emergency Management Agency (SEMA) through review of Requests for Public Assistance (RPAs). FEMA and the SEMA then begin to assess and document eligible impacts and begin developing damage descriptions for creation of sub-grant applications (also known as Project Worksheets).
 - **FEMA recovery programs are initiated during the disaster response period.**
- **AET Mobilized.** An Advance Evaluation Team (AET) is mobilized by FEMA to work with the state, tribe, or territory to assess the need to activate additional federal recovery coordination support through the Recovery Support Functions (RSFs). The AET's report is delivered to the Federal Coordinating Officer (FCO), recommending activation of none, some, or all of the RSFs.
 - **AET mobilization may occur weeks to months after a disaster event. Commonly an AET is activated 30–90 days following a disaster event.**
- **RSF Activation.** If approved by the FCO, Mission Assignments are issued by FEMA to RSF coordinating agencies to activate an RSF Field Coordinator that will support the recovery mission.
 - **RSF support may be activated early in the disaster recovery process or delayed by months and progressively activated based on state preference and need.**
- **MSA Conducted.** RSF Field Coordinators work in collaboration with federal, state/ tribal/territorial, and local partners to complete a Mission Scoping Assessment (MSA) to outline the full extent of impacts to their specific functional area of recovery. (For example, NCR RSF will assess the scope of disaster impacts to natural resources, cultural resources, and historic structures across the area of impact).
 - **An MSA is usually completed within 30–60 days of RSF activation.**
- **RSS Developed.** RSF Field Coordinators work with federal and SLTT partners to utilize data collected in the MSA to develop a Recovery Support Strategy (RSS). The RSS uses the state's, tribe's, or territory's priorities to develop actionable, holistic, and comprehensive strategies for addressing recovery issues of the impacted resources.
- **RSS Completed.** Completion of the RSS can be considered an unofficial end of the “short-term recovery” period of the disaster.

Long-Term Recovery

Long-term recovery can begin anywhere from 3 months to over a year following the disaster event. It often takes years following a disaster event to be completed.

- **FEMA Recovery Programs.** FEMA Public Assistance works with applicants to finalize a scope of work (SOW) that outlines the specific recovery actions that will be funded and implemented as part of the Project Worksheet in order to repair the impacted facility and/or resources (generally to pre-disaster condition, form, and/or function).
- **RSS Implementation.** After review and approval by SLTT community partners, work begins to implement the strategies for recovery outlined in the RSS. RSFs assist impacted communities in sourcing technical experts and/or in identifying potential funding streams to assist communities.
- **FEMA Hazard Mitigation Grant Program (HMGP).** HMGP funding is usually released to the state, tribe, or territory about a year or more following a major disaster event. HMGP funding is competitively administered by the state, tribe, or territory based on its mitigation priorities. This funding can be put towards eligible mitigation activities for any facilities across the state, tribe, or territory, and unlike FEMA PA subgrants, the facilities funded do not have to have been affected by the recent disaster event.

FUNDING OPPORTUNITIES



Public Assistance

FEMA's Public Assistance Program provides supplemental grants to SLTT governments and certain types of private nonprofits so that communities can quickly respond to and recover from major disasters or emergencies. FEMA also encourages protection of these damaged facilities from future events by providing assistance for hazard mitigation measures during the recovery process.

For more information about the Public Assistance process, refer to Appendix C.

[*Public Assistance Policy and Program Guide*](#) (PAPPG) describes:

- Parties that might be eligible for reimbursement (states are eligible)
- The types of facilities that are eligible for reimbursement (examples)
- The type of work that can be undertaken and be eligible for reimbursement from FEMA
- The costs that are eligible for reimbursement

Emergency Supplemental Historic Preservation Fund

The Historic Preservation Fund provides annual grants to State Historic Preservation Offices and those Tribal Historic Preservation Offices with a partnership agreement with the National Park Service to help them carry out the National Historic Preservation Act of 1966, as amended. After a disaster, Congress may make an additional, emergency, supplemental appropriation to states, tribes, and territories impacted by a disaster. These supplemental appropriations can be in any dollar amount for any disaster type. Since 2000, Congress has been consistent in appropriating approximately \$50 million for hurricane relief funding.

To set and justify the overall appropriation amount, Congress may rely on data from states, tribes, and territories that articulate the need for funding using estimated damage dollar amounts. Having an established methodology for quick damage assessment is key to being able to respond to data requests rapidly. In addition to a straight dollar impact analysis, a description of the types of properties impacted can also be helpful. The wording of an appropriation can change to meet the needs of disaster-impacted communities; the key priorities, though, have generally been to repair disaster-damaged cultural resources and to provide states, tribes, and territories with additional funding to support post-disaster Section 106 review. Having data to quantify the impact of a disaster can also be useful for states, tribes, and territories in proactively crafting an "ask" to Congress for supplemental funding.

For more information, refer to Appendix E.

Hazard Mitigation Assistance

FEMA's Hazard Mitigation Assistance programs provide funding for activities that reduce disaster losses and protect life and property from future disasters under a variety of programs.

- Hazard Mitigation Grant Program (HMGP)
 - State Hazard Mitigation plans need to be in place for a state, tribe, or territory to be able to utilize and apply for these programs.
 - This grant funding, available after a presidentially declared disaster, enables rebuilding in a way that reduces, or mitigates, future disaster losses in communities. Measures include:
 - Protecting or purchasing public or private property that experienced, or is in danger of experiencing, repetitive damage.
 - Protecting a home with barriers to prevent floodwater from entering.
 - Using fire-resistant materials on the outside of a home and clearing trees and brush around it.
 - Strengthening the roof, walls, doors, and windows of a home to minimize high wind damage.
 - Purchase and installation of equipment (such as generators) to ensure continuity of operations at critical facilities.
- Flood Mitigation Assistance (FMA)
 - Funds can be used for projects that reduce or eliminate the risk of repetitive flood damage to buildings insured by the [National Flood Insurance Program](#).
- Building Resilient Infrastructure and Communities (BRIC)
 - The BRIC program's guiding principles are supporting communities through capability and capacity building, encouraging and enabling innovation, promoting partnerships, enabling large projects, maintaining flexibility; and providing consistency.

For more information, see FEMA's [Hazard Mitigation Assistance Grants](#).

Non-federal Assistance

- Supplemental appropriations can help identify partners.
- The NCR RSF Field Coordinator can help identify partners.

RESOURCES



National Planning Frameworks

About National Planning Frameworks - <https://www.fema.gov/emergency-managers/national-preparedness/frameworks>

National Response Framework - <https://www.fema.gov/media-library/assets/documents/117791>

National Disaster Recovery Framework - <https://www.fema.gov/national-disaster-recovery-framework>

Emergency Support Function #11 (ESF #11)

https://www.fema.gov/media-library-data/1473679204149-c780047585cbcd6989708920f6b89f15/ESF_11_Ag_and_Natural_Resources_FINAL.pdf

Natural and Cultural Resources Recovery Support Function (NCR RSF)

<https://www.doi.gov/recovery/about-recovery/ncr-rsf-overview>

Planning Guidance

Pre-Disaster Recovery Planning Guide for Local Governments

<https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-local-governments.pdf>

Pre-Disaster Recovery Planning Guide for State Governments

<https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-for-state-governments.pdf>

Pre-Disaster Recovery Planning Guide for Tribal Governments

<https://www.fema.gov/sites/default/files/2020-07/pre-disaster-recovery-planning-guide-for-tribal-government.pdf>

Public Assistance

Public Assistance Delivery Model Fact Sheet

https://www.fema.gov/sites/default/files/2020-07/fema_pa_delivery-model_factsheet.pdf

Public Assistance Fact Sheets, Job Aids, and FAQs

<https://www.fema.gov/assistance/public/policy-guidance-fact-sheets/job-aids-faqs>

Public Assistance Program and Policy Guide

https://www.fema.gov/sites/default/files/2020-06/fema_public-assistance-program-and-policy-guide_v4_6-1-2020.pdf

Hazard Mitigation

Hazard Mitigation Assistance Grants

<https://www.fema.gov/grants/mitigation>

Additional Resources

FEMA Mission Assignment Policy (2018)

https://www.fema.gov/sites/default/files/2020-04/MA_Policy_aug172018.pdf

Programmatic Agreements

https://www.achp.gov/program_alternatives/pa

Heritage Emergency National Task Force

<https://culturalrescue.si.edu/hentf/>

Tribal Affairs

<https://www.fema.gov/about/organization/tribes>

National Association of Tribal Historic Preservation Officers (NATHPO) Emergency Preparedness

<https://www.nathpo.org/emergency-preparedness/>

The Federal Role in the Historic Preservation: An Overview

<https://sgp.fas.org/crs/misc/R45800.pdf>

Cultural Resources Geographic Information Systems

National Register of Historic Places Spatial Data

https://www.nps.gov/crgis/nr_data.htm

Example of spatial data using a Story Map following hurricanes Irma and Maria <https://www.nps.gov/gis/story-maps/mapjournal/v2/index.html?appid=1656e9dc45e74ae78dc7549d1ef725b0>

NPS Cultural Resource Spatial Data Transfer Standards

https://www.nps.gov/crgis/crgis_standards.htm

For Historic Property Owners

North Carolina State Historic Preservation Office: Drying Out Water-Damaged Buildings (video)

<https://www.youtube.com/watch?v=dgdHgPKiVeQ>

North Carolina State Historic Preservation Office: Disaster Preparedness and Response Information for Owners of Historic Properties – and properties over 50 years of age

<https://www.ncdcr.gov/about/history/division-historical-resources/nc-state-historic-preservation-office/environmental>

Resources for the Public and Historic Property Owners

<https://culturalrescue.si.edu/hentf/resources/resources-public-and-historic-property-owners/>



APPENDIX A

How FEMA Works

This appendix provides an overview of some of the key FEMA activities regarding two of its mission areas, Response and Recovery.

The Disaster Declaration Process

Authority for FEMA to respond to any disaster or emergency is generally provided by a declaration issued by the President of the United States under provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). Before the President signs such a declaration, FEMA personnel analyze and process declaration requests submitted by the affected state(s) or federally recognized tribal nation(s). These requests are made by the governor and must demonstrate supplemental federal assistance is necessary because the incident requires resources beyond state and local capabilities.

The Stafford Act provides for three types of declarations: Emergency, Major Disaster, and Fire Management Assistance.

- An emergency is defined as “any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the U.S.”
- A major disaster is “any natural catastrophe, regardless of cause, any fire, flood, or explosion in any part of the U.S. that, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.”
- Fire management assistance is available to SLTT governments “for the mitigation, management, and control of any fire on public or private forest land or grasslands that threatens such destruction as would constitute a major disaster.”

Federal assistance under any of these declarations is meant to supplement the resources of SLTT governments, disaster relief organizations, and insurers.

National Planning Frameworks

The five national planning frameworks correspond to FEMA's five mission areas. SHPOs and THPOs engage most often with two of the five frameworks.

The **National Response Framework** (NRF) is a guide to how the nation responds to all types of disasters and emergencies. It is built on scalable, flexible, and adaptable concepts identified in the National Incident Management System to align key roles and responsibilities.

The NRF is structured to help jurisdictions, citizens, nongovernmental organizations, and businesses:

- Develop whole community plans;
- Integrate continuity plans;
- Build capabilities to respond to cascading failures among businesses, supply chains, and infrastructure sectors; and
- Collaborate to stabilize community lifelines and restore services.

The National Response Framework includes:

- Emergency Support Functions that describe federal coordinating structures that group resources and capabilities into functional areas most frequently needed in a national response.
- Support Annexes that describe how support is organized among private sector, non-government organizations, and federal partners.

Emergency Support Function (ESF) #11 – Protection of Natural and Cultural Resources and Historic Properties (NCH)

ESF #11 is part of the overall National Response Framework (NRF). ESF #11 NCH is just one component of ESF #11 Agriculture and Natural Resources. The Department of the Interior (DOI) is the primary agency for managing the ESF #11 NCH capabilities, and it coordinates federal actions with FEMA to help safeguard SLTT resources.

ESF #11 is one of 15 different Emergency Support Functions that maybe activated to support disaster response activations.

The **National Disaster Recovery Framework** (NDRF) focuses on how best to restore, redevelop, and revitalize the health, social, cultural, economic, natural, and environmental fabric of the community and build a more resilient nation.

The National Disaster Recovery Framework defines:

- **A coordinating structure** that facilitates communication and collaboration among all stakeholders, providing guidance for pre- and post-disaster recovery planning.
- **Roles and responsibilities** of recovery coordinators and other stakeholders.
- The **overall process** by which communities can capitalize on opportunities to rebuild stronger, smarter, and safer.

The six Recovery Support Functions (RSFs) – Economic, Community Planning and Capacity Building, Housing, Health and Social Services, Infrastructure Systems, and Natural and Cultural Resources – comprise the coordinating structure for key functional areas of assistance in the NDRF. The RSFs facilitate the identification, coordination, and delivery of federal assistance needed to supplement recovery resources and efforts by SLTT governments, as well as private and nonprofit sectors. An additional objective is to encourage and complement investments and contributions by the business community, individuals, and voluntary, faith-based, and community organizations.

Natural & Cultural Resources Recovery Support Function (NCR RSF)

The NCR RSF integrates federal assets and capabilities to help SLTT governments and communities address long-term environmental and cultural resource recovery needs after large-scale and catastrophic incidents. The NCR

RSF coordinates efforts to preserve, conserve, rehabilitate, and restore natural, cultural, and historic resources consistent with post-disaster community priorities and in compliance with prevailing environmental and cultural resources laws. The Department of the Interior is the coordinating agency for managing the NCR RSF.

The NCR RSF objectives are to:

- Coordinate and facilitate the sharing and integration of NCR impact data to help understand the recovery needs and support good decision making for NCR recovery stakeholders.
- Facilitate or provide funding and/or technical assistance in support of community recovery priorities to preserve, conserve, rehabilitate, and restore impacted NCR.
- Identify and leverage resources and programs that are available to support the development and implementation of sustainable recovery strategies.
- Provide technical assistance to help impacted communities develop recovery planning, establish recovery task forces, develop networks of organizations that protect cultural and natural resources, and enhance their recovery capability and readiness for future disasters.
- Integrate environmental staff knowledgeable in natural resources and environmental regulatory requirements early in a disaster recovery planning process.
- Coordinate environmental and historic preservation (EHP) issues across the RSFs and with SLTT and Insular Area governments and provide expertise in support of the Unified Federal Environmental and Historic Preservation Review (UFR) process to help ensure EHP compliance in recovery.
- Integrate sustainable planning elements to provide a multi-disciplined effort that includes consideration of long-term environmental effects on natural resources, integration of open space and climate-sensitive resources, and community well-being.

APPENDIX B



Mission Assignments

Mission Assignments (MAs) are work orders, or resource requests, that FEMA issues to federal agencies directing the completion of a specific request for assistance. MAs enable deployment and assistance from the full range of federal resources to support incident needs. Initially, FEMA uses MAs to address short-term, lifesaving, life-sustaining, property-protecting, and incident-stabilizing needs of survivors and responders. However, as an incident progresses, FEMA may use MAs for activities that support longer-term recovery efforts of affected communities.

Eligibility

After the state submits a request for assistance, FEMA completes an eligibility review of the request based on eligibility criteria for Debris Removal and Emergency Protective Measures according to 44 C.F.R. §§ 206.220-228. The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) is the underlying document that authorizes the program. These authorities govern the eligibility criteria through which FEMA provides assistance.

In general, to make an eligibility determination regarding the resource request, FEMA must consider the following:

- **Is the requestor eligible?** The request must be received through the appropriate chains (i.e., local to state, state to federal).
- **Is the work beyond the State/Territorial/Tribal government's capabilities?** A State/Territorial/ Tribal Declaration or Emergency must be in place and there are clear resource shortfalls.
- **Is the work eligible?** The work is required as the result of a major disaster, located within a designated disaster area, and is the legal responsibility of an eligible applicant.
- The work must be Emergency Work — Public Assistance Category A or B.

There are two types of funding associated with MAs – Federal Operations Support (FOS) and Direct Federal Assistance (DFA).

Federal Operations Support (FOS)

FOS MAs provide federal-to-federal support allowing FEMA to execute its mission. The primary purpose of an FOS MA is to augment the capacity and capability of the Emergency Support Functions (ESF) to pre-position and deliver critical goods and to execute the federal disaster response mission. FEMA may issue a pre-declaration FOS MA for response support for an incident in which a declaration is reasonably likely, as well as anytime throughout a declared incident. FEMA may also, following a major disaster declaration, issue MAs to Recovery Support Function (RSF) agencies under the National Disaster Recovery Framework (NDRF).

FOS MAs are:

- Requested by FEMA or other federal agencies (OFAs) for federal agency support;
- Issued before or after a declaration for response support and after a declaration for recovery support; and
- One hundred percent (100%) federally funded – pre-declaration through the Disaster Relief Fund (DRF) Surge Account.

Direct Federal Assistance (DFA)

DFA MAs allow for the support of the federal government during incident operations to provide goods and services for eligible emergency work when a STT government has exhausted its own capabilities to provide these services. DFA MAs are subject to a cost share with the STT governments requesting assistance. The State/Tribal/Territorial Approving Official (S/T/TAO) must sign DFA MAs.

DFA MAs are:

- Issued after a declaration;
- Signed by the S/T/TAO; and
- Subject to a standard cost share of 75% federal and 25% STT, unless amended by the President or as defined by legislation.

Statement of Work

Arguably the most important component of an MA is the Statement of Work (SOW). All MAs must contain a clear and concise SOW regarding how the assigned agency will provide the requested assistance. This includes an accompanying cost estimate based on the scope of the mission and period of performance. The SOW should include, at a minimum:

- Who is performing the task;
- What type of task is to be done;
- Where will they perform the task; and
- How they will complete the task.

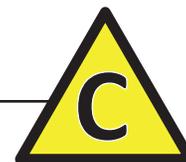
Mission Assignment Task Order

A Mission Assignment Task Order (MATO) provides specifics to an existing MA. FEMA uses MATOs in two circumstances:

- To prevent the issuance of multiple MAs for the same SOW; or
- To provide specifics for a broad SOW (e.g., delivery sites for water).

If a resource request falls within the original SOW of an existing MA, then the FEMA project manager or federal agency can prepare a MATO to direct specific activities within the scope of the MA already issued. The MATO does not change the overall funding of the MA, and the work must be within the original SOW. However, additional tasks assigned to OFAs via a MATO may create the need to increase funds and/or extend the period of performance. The sum of all task order cost estimates should never exceed the MA cost estimate.

For more information on Mission Assignments, see [FEMA Policy #104-010-2](#).



APPENDIX C

Public Assistance

Grants Management Life Cycle

Public Assistance follows FEMA's common set of phases known as the **Grants Management Life Cycle**:

- **Pre-Award:** Applicants work with the Recipient and FEMA to develop the award package for a grant.
- **Award:** FEMA approves the award package and allocates funding.
- **Post-Award:** Funds are released to the Recipients who must maintain, monitor, and file activity and financial reports.
- **Closeout:** FEMA administers performance evaluation, financial and appeal reconciliation, final reporting activities, appeal resolution, and debt actions.
- **Post-Closeout:** As necessary, FEMA performs debt collection actions, audit, and other adjustments that may continue after grant closeout.

Public Assistance begins with the [Declaration Process](#) when an area has received a Presidential declaration of an emergency or major disaster. Applicants will coordinate with the Recipient and FEMA to complete their award package during the Pre-Award phase of the grant life cycle.

Roles and Responsibilities

Multiple layers of government work in partnership to administer Public Assistance once a disaster has been declared. The entities must work together to meet the overall objective of a quick, efficient, and effective program delivery.

FEMA's primary responsibilities are to determine the amount of funding, participate in educating the applicant on specific program issues and procedures, assist the applicant with the development of projects, and review the projects for compliance.

FEMA: The federal awarding agency authorized to manage the program

Recipients: The state, territorial, or tribal government that receives funding under the disaster declaration and disburses funding to approved subrecipients.

Applicants: Entities submitting a request for assistance under the Recipient's federal award.

Subrecipients: Applicants who have received a subaward from the Recipient and is then bound by the conditions of the award and subaward.

Eligibility for Public Assistance Grant Funding

The **four** basic components of eligibility are applicant, facility, work, and cost:

- An **Applicant** must be a state, territory, tribe, local government, or private nonprofit organization.
- A **Facility** must be a building, public works, system, equipment, or natural feature.
- **Work** is categorized as either Emergency or Permanent. It must be required as a result of the declared incident, located within the designated disaster area, and the legal responsibility of the applicant.
- **Cost** is the funding tied directly to eligible work, and must be adequately documented, authorized, necessary, and reasonable. Eligible costs include labor, equipment, materials, and contract work, as well as direct and indirect administrative costs.

Eligible Types of Work

EMERGENCY WORK – MUST BE COMPLETED WITHIN SIX MONTHS

- Category A: Debris removal
- Category B: Emergency protective measures

PERMANENT WORK – MUST BE COMPLETED WITHIN 18 MONTHS

- Category C: Roads and bridges
- Category D: Water control facilities
- Category E: Public buildings and contents
- Category F: Public utilities
- Category G: Parks, recreational, and other facilities

Project Timelines

Projects must be completed within the regulatory deadlines. Applicants may submit a request in writing to the recipient for consideration of a time extension.

Cost-share

The federal share of assistance is not less than 75 percent of the eligible cost. The recipient determines how the non-federal share (up to 25 percent) is split with the subrecipients (i.e., eligible applicants).

Special Considerations

Applicants may not duplicate benefits with insurance and must comply with environmental, historic preservation, and floodplain management laws as part of the eligibility conditions. Procurement standards in the use of contracts for acquiring disaster-related goods and services must meet certain guidelines in order to receive funding.

How to Apply for FEMA Public Assistance

Communities interested in applying for a PA grant should contact their local or state emergency manager to begin the process and submit a Request for Public Assistance form.

The [Grants Manager](#) and [Grants Portal](#) tool is a two-part, online platform that is used to formulate and track award packages. Grants Manager is the internal platform used by FEMA specialists, while the Grants Portal is the external platform used by applicants, recipients, and subrecipients to manage their projects.

Applicants can use the Public Assistance Grants Portal to:

- Register for and update an applicant profile
- Submit a Request for Public Assistance
- Upload project documentation

For more information, refer to [FEMA's *Public Assistance Program and Policy Guide*](#).



GIS Information

The Geospatial Data Act (GDA)

The Geospatial Data Act of 2018 (GDA) became law on October 5, 2018. The GDA codifies the committees, processes, and tools used to develop, drive, and manage the National Spatial Data Infrastructure (NSDI) and recognizes responsibilities beyond the federal government for its development. The GDA reflects growing recognition of the essential role of geospatial data and technology in understanding and managing our world, including cultural resources, and highlights the need to support their continuing development as critical investments for the nation.

The GDA formalizes governance processes related to geospatial data, provides policy and guidance to empower the use of geospatial data and technology, and facilitates broad cooperation between the public and private sector. Specifically, the GDA codifies the role and authorities of the Federal Geographic Data Committee (FGDC), establishes federal agency responsibilities, and establishes requirements for stewardship of geospatial data assets.

The GDA fosters efficient management of geospatial data, technologies, and infrastructure by enabling better coordination among federal, state, local, tribal, and territorial governments, the private sector, and institutions of higher education. The GDA reduces duplicative efforts and facilitates the efficient procurement of geospatial expertise, technology, services, and data from the rapidly growing geographic community in the United States.

How the GDA will impact SHPO/THPO data sharing and creation

One of the main purposes of the GDA is to promote the creation and use of data standards to help exchange, document, and share spatial data. Cultural resource specialists can reasonably expect that spatial and descriptive data related to specific projects, regular inventory, Section 106, etc., will be shared across the various disciplines between federal, state, tribal, territorial, and local agencies, particularly to prepare for or respond to a disaster.

As defined in the GDA, data standards created and approved through the FGDC process apply specifically to federal agencies or agencies receiving federal funds for the collection, production, acquisition, maintenance, or dissemination of geospatial data. This would include SHPOs/THPOs who receive federal funding through the National Historic Preservation Act (NHPA), or because of a disaster. As a result, the GDA, any standards created through the FGDC process, and other actions taken through the GDA do apply to states, tribes, territories, and local governments. The intention is to help facilitate data exchange among themselves and federal agencies for compliance purposes. It will be the responsibility of SHPOs/THPOs to find and use the appropriate data standards for example.

The Federal Geographic Data Committee (FGDC) and Its Cultural Resource Subcommittee

The FGDC is an organized structure of federal geospatial professionals and constituents that provides executive, managerial, and advisory direction and oversight for geospatial decisions and initiatives across the federal government. Under the GDA, the FGDC is chaired by the Secretary of the Interior with the Deputy Director for Management, OMB, as Vice-Chair. The FGDC is governed by a Steering Committee, which is the policy-level interagency group whose central focus is to provide executive leadership for the coordination of federal geospatial activities between, among, and within agencies by establishing policy and providing guidance and direction to the member agencies.

The FGDC structure includes agency-led working groups and subcommittees. The National Park Service (NPS) is identified as the National Geospatial Data Asset (NGDA) theme lead for the Cultural Resource Theme, as defined in the GDA and related guidance. The NPS also chairs the Cultural Resource Subcommittee of the FGDC to coordinate theme activities, which include establishing data standards, as directed by the GDA. Federal agencies, as well as SHPOs/THPOs, private organizations, and other groups participate in the subcommittee to help inform the Cultural Resource Theme in the National Spatial Data Infrastructure. The FGDC and its associated cultural re-

source subcommittee will be good sources for SHPOs/THPOs to find existing resources and understand how the GDA will impact them in a disaster response.

What are National Geospatial Data Assets (NGDA)? Is the National Register of Historic Places national data set an NGDA?

An NGDA is defined as a geospatial dataset that has been designated by the FGDC Steering Committee and meets at least one of the following criteria:

- Used by multiple agencies or with agency partners such as state, tribal, territorial, and local governments;
- Applied to achieve presidential priorities as expressed by OMB;
- Required to meet shared mission goals of multiple federal agencies; or
- Expressly required by statutory mandate.

Together, these datasets comprise the NGDA Portfolio.

The National Register of Historic Places, a small subset of state, tribal, territorial, and federal cultural resource inventory data, contains over 95,000 resources and over 1 million contributing historic properties. Geospatial data from the National Register is used by other federal agencies such as the Federal Emergency Management Agency (FEMA) in disaster preparedness, response, and mitigation in addition to state and local governments, as well as the general public. The National Register spatial data set is maintained by the NPS as an NGDA within the Cultural Resource Theme as a result of, as well as to comply with, the National Historic Preservation Act (NHPA).

As an NGDA, the spatial data must be publicly available through the GeoPlatform and other government websites. NGDAs serve as the “authoritative” source for the spatial data. Many states or tribes may also make their own National Register spatial data available themselves, but the NGDA acts as the definitive or official source. Having access to a nation-wide National Register spatial data set may be critically important for SHPOs/THPOs to respond to a disaster that may cross state or local boundaries.

Data Sharing/Data Standards (NPS and FGDC Standards)

Before creating FGDC standards, such as those encouraged through the GDA, the NPS established an internal spatial data transfer standard. The primary benefit of using the NPS standards remains the organization and documentation of cultural resource data to allow users to share spatial data between parks, regions, and programs and among agencies. The standards help ensure spatial data consistency, quality, and accuracy. Using location as a way of linking the existing descriptive cultural resource databases together further allows users to explore all facets of a cultural resource in ways that are not currently possible through other means.

Defined as a spatial data transfer standard, the NPS cultural resource standards only address the spatial representation of cultural resources, accuracy of data, and feature-level metadata that describes how each of the spatial entities was created. The standards do not address descriptive information already captured in existing cultural resource databases. The standards do establish a series of data layers, based on National Register of Historic Places cultural resource types as well as fields of feature-level metadata to describe the geographic parameters of each feature.

Without an FGDC data transfer standard, it is difficult to exchange cultural resource geospatial data among agencies and organizations in response to a disaster or for other compliance needs. The FGDC Cultural Resource Subcommittee is developing a set of standards, similar to the NPS spatial data transfer standards, to facilitate data exchange and meet GDA requirements.

The FGDC cultural resource spatial data transfer standards are designed to provide a framework for federal, state, tribal, territorial, and local agencies to follow when sharing cultural resource spatial data to fulfill their legal responsibilities. The purpose of creating and utilizing such a standard is to consolidate the spatial representations of resources and integrate this data with the existing descriptive attribute databases. Following the stan-

dards will significantly enhance our collective ability to manage and share cultural resource data in a meaningful way. The primary benefit of the standards remains the organization and documentation of cultural resource data, promoting data sharing. These data sets provide feature geometry that is compliant with ISO 19107:2003, Geographic Information – Spatial schema and is intended to be supplemented with attributes maintained by other external database systems.

For SHPOs/THPOs responding to disasters, exchanging cultural resource data quickly will be extremely important when communicating with local jurisdictions, other states/tribes, or with federal agencies like FEMA. Using either the established NPS data transfer standards or the FGDC cultural resource spatial data transfer standards currently in development will significantly enhance Sec. 106 responses, improve mitigation measures, and lead to better disaster preparedness.

Securing Sensitive Data and Data-Sharing Agreements

When sharing or exchanging cultural resource spatial data, SHPOs/THPOs must be mindful of how to protect sensitive data, while still communicating the need for disaster response actions, to take care to avoid destroying a resource unwittingly. SHPOs/THPOs frequently protect their sensitive archaeological or ethnographic data by requiring users to meet particular specifications. In a disaster response, where data must be transferred quickly and/or stored on more widely available platforms, this may be difficult to enforce.

Tools such as data-sharing agreements can be put in place before a disaster strikes to define who may have access to sensitive data, how they get access to this data, how long they may have access to it, or how this data can be exchanged. Having these agreements in place can easily define the parameters of exchanging sensitive data in difficult circumstances and provide standard operating procedures that users can easily follow.

Common web-based platforms used to share data quickly, such as ArcGIS Online are publicly available, but do not provide the appropriate level of protection for exchanging sensitive data. Agencies may want to consider establishing internal platforms such as ArcGIS Portal that will allow for internal and controlled exchange of data to specific individuals, which will provide more security for sensitive data. These platforms can be used to collect and store spatial data, as well as exchange spatial data, at little cost to users/agencies, which make them a popular choice for small jurisdictions that do not have technical experience or infrastructure to support larger GIS tools.

Survey Tools to Help Collect Resource Data Following a Disaster

Immediately following a disaster, throughout recovery and into the mitigation phase of a disaster, SHPOs/THPOs will need access to survey tools to help assess damage, document resources, and inventory potentially eligible properties. Many GIS-based survey tools exist to help facilitate surveys that may be appropriate for both professional surveyors as well as volunteers. Typical paper survey forms will require processing to evaluate resources or incorporate data into SHPO/THPO databases. Survey tools that capture descriptive data digitally, as well as locational data, are definitely preferred.

Many of these digital survey tools incorporate GPS to provide accurate locations and allow users to customize the digital forms to reflect the same information that a typical paper form would capture. These tools range in cost, required technical experience, and necessary supporting infrastructure; however, specifications for survey data collection can be established prior to a disaster. Similar to data-sharing agreements, specifications, procedures, and preferred tools should be defined and available as part of disaster preparedness.

GIS Resources and Contacts

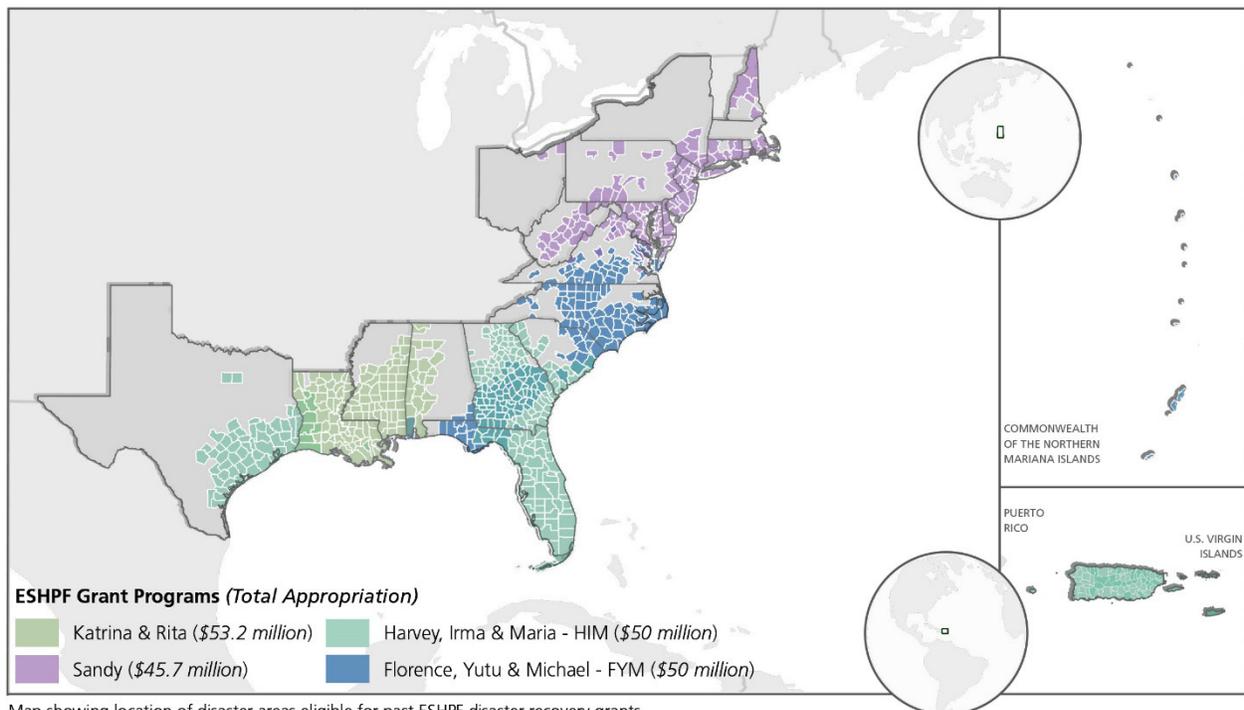
- Geospatial Data Act: <https://www.fgdc.gov/gda>
- Federal Geographic Data Committee Cultural Resource Subcommittee: https://www.fgdc.gov/organization/working-groups-subcommittees/crsc/index_html
- National Geospatial Advisory Committee: <https://www.fgdc.gov/ngac>
- National Geospatial Advisory Committee report on cultural resource needs: <https://www.fgdc.gov/ngac/meetings/september-2019/ngac-paper-protecting-federal-cultural-and.pdf>

- National Register of Historic Places NGDA data set: <https://www.geoplatform.gov/resources/datasets/4e15bf5fd69386eec2e063da20a23077/>
- National Park Service, Cultural Resources GIS Facility: <https://www.nps.gov/crgis/>
- National Park Service cultural resource spatial data transfer standards: https://www.nps.gov/crgis/crgis_standards.htm
- National Park Service, Historic Preservation Response Methodology – Based on the Hurricane Katrina Model: https://www.nps.gov/crgis/HPRM-KatrinaPRINT_A.pdf
- ArcGIS Online: <https://www.esri.com/en-us/arcgis/products/arcgis-online/overview>
- ArcGIS Portal: <https://enterprise.arcgis.com/en/portal/>
- ArcGIS Field Maps: <https://www.esri.com/en-us/arcgis/products/arcgis-field-maps/overview>
- National Preservation Institute GIS and Disaster Response training: <https://www.npi.org/>



APPENDIX E

Emergency Supplemental Historic Preservation Fund



Congress may appropriate funds to provide relief to owners of historic properties and support preservation in communities within Presidentially-declared disaster areas.

Who May Apply?

Eligible applicants are limited to State Historic Preservation Offices (SHPOs) and Tribal Historic Preservation Offices (THPOs) located within declared disaster areas. These offices will make subgrants to national register of historic places eligible properties, in declared disaster areas.

Eligible Subgrant Recipients

Projects and properties located in counties designated for individual assistance and/or general public assistance under the Stafford Act are currently eligible for funding. More information about types of assistance and county designation by storm and state can be found at [fema.gov/disasters](https://www.fema.gov/disasters).

What is Funded?

Subgrants support the repair and recovery of properties damaged by the storm and listed in, or eligible for, listing in the National Register of Historic Places. Surveys of historic resources to determine eligibility and the degree of damage. Funding also supports compliance activities related to Section 106 of the National Historic Preservation Act (Title 54 of the U.S. Code), are also eligible.

Additional Information

For more information on how to apply for a subgrant, please contact the State or Tribal Historic Preservation Office where the project is located. Contact information is available at ncshpo.org/directory/ for SHPOs or go.nps.gov/thpo-contact for THPOs.

For more information, please visit go.nps.gov/disaster.

What does NPS STPLG do?

- Reviews SHPO and THPO applications and makes funding awards.
- Provides technical assistance to SHPOs and THPOs.
- Monitors SHPO and THPO subgrant programs and processes for compliance with applicable statutes, regulations, and guidance such as NEPA, 2 CFR 200, and the HPF Grants Manual.
- Develop tools for assisting SHPOs, THPOs, and local governments in preparing and responding to disasters.
 - Partnered with the National Alliance of Preservation Commissions to organize training through workshops and education sessions in localities affected by disasters.
 - Partnered with the National Alliance of Preservation Commissions to develop and deploy a disaster response module to the CRSurveyor digital survey application and to provide technical assistance to eligible states and tribes in incorporating CRSurveyor.
 - Partnered with National Main Street to develop and disseminate a web-based toolkit on disaster preparedness and recovery to Main Street programs and other community-based organizations to include:
 - Handbook
 - Preparedness planning tool with checklist for immediate, short-term, and long-term response and recovery
 - Resource library of sample materials such as plans, inventories, mapping tools, communications, ordinances, and case studies

ESHPP Conditions of Funding

- Properties receiving a grant to repair storm damage are required to sign a preservation covenant or easement.
- Review and update disaster planning within the comprehensive statewide historic preservation plan or appropriate tribe's plan.
- Survey and GIS data produced to NPS Cultural Resources Data Transfer Standards.

Additional resources available

- Disaster Checklist: (<https://www.nps.gov/preservationgrants/downloads/DisasterChecklist2015.pdf>)
- CRSurveyor: <https://napcommissions.org/>
- IRMA: irma.nps.gov the PS repository for state plans and final reports. HPF featured content available at go.nps.gov/HPF_Irma
- NAPC Workshops: <https://napcommissions.org/>
- National Mainstreet TOOLS: <https://www.mainstreet.org/home>

APPENDIX F



Key Partners

			Preparedness	Response	Short-term Recovery	Long-term Recovery
FEMA	Office of Environmental Planning & Historic Preservation (OEHP)	Federal Preservation Officer (FPO)	✓			
		Heritage Emergency National Task Force (HENTF)	✓	✓	✓	✓
	Regional Offices and Joint Field Offices (JFOs)	Regional Environmental Officer (REO)	✓	✓	✓	✓
		Environmental & Historic Preservation Advisor (EHAD)			✓	✓
	Intergovernmental Affairs Division	Regional Tribal Liaison	✓	✓	✓	✓
	Public Assistance (PA)	PA Branch or Deputy Branch Chief	✓			
		PA Program Delivery Manager			✓	✓
	Hazard Mitigation Assistance (HMA)	Risk Analysis Branch Chief	✓			
		HMA POC			✓	✓
DEPARTMENT OF THE INTERIOR (DOI)	Office of Environmental Policy and Compliance (OEPC)	ESF #11 National Coordinator		✓		
		NCR RSF National Coordinator			✓	✓
		Regional Environmental Officer (REO)	✓	✓	✓	✓
	National Park Service (NPS)	State, Local, Tribal, Plans & Grants Division	✓		✓	✓
		Certified Local Government POC	✓		✓	✓
		National Center for Preservation Technology and Training (NCPTT)	✓	✓	✓	
		Cultural Resources GIS Facility	✓	✓	✓	✓
	Bureau of Indian Affairs (BIA)	Tribal Assistance Coordination Group (TAC-G)	✓	✓		

			Preparedness	Response	Short-term Recovery	Long-term Recovery
DEPARTMENT OF THE INTERIOR (DOI)	Office of Environmental Policy and Compliance (OEPC)	ESF #11 National Coordinator		✓		
		NCR RSF National Coordinator			✓	✓
		Regional Environmental Officer (REO)	✓	✓	✓	✓
	National Park Service (NPS)	State, Local, Tribal, Plans & Grants Division	✓		✓	✓
		Certified Local Government POC	✓		✓	✓
		National Center for Preservation Technology and Training (NCPTT)	✓	✓	✓	
		Cultural Resources GIS Facility	✓	✓	✓	✓
	Bureau of Indian Affairs (BIA)	Tribal Assistance Coordination Group (TAC-G)	✓	✓		
NATIONAL SERVICE ORGANIZATIONS	National Conference of State Historic Preservation Officers (NCSHPO)		✓		✓	✓
	National Association of Tribal Historic Preservation Officers (NATHPO)		✓		✓	✓
	National Trust for Historic Preservation		✓	✓		✓
	Society for American Archaeology			✓		✓
	National Association of State Archaeologists		✓	✓		✓
	American Institute of Architects, The Resilience Network Committee		✓	✓		✓
	Association for Preservation Technology International Disaster Response Initiative		✓	✓		
	National Alliance of Preservation Commissions	Commission Assistance and Mentoring Program	✓			
	Main Street America	Main Street Community Disaster Preparedness and Resilience Program	✓			
	Association of State Floodplain Managers	State Floodplain Managers	✓	✓	✓	✓

			Preparedness	Response	Short-term Recovery	Long-term Recovery
PUBLIC AND PRIVATE SECTOR	Municipal League / Association of County Commissioners		✓			✓
	Regional councils of government		✓			✓
	Local preservation advocacy groups				✓	✓
	Private recovery efforts			✓	✓	✓
STATE/TRIBAL/TERRITORIAL AGENCIES AND ENTITIES	Office of Emergency Management	FEMA POC	✓	✓	✓	✓
		Public Assistance Program Manager		✓	✓	✓
		Hazard Mitigation Officer			✓	✓
		Cultural Resource GIS POC	✓	✓	✓	✓
	State Department of Insurance		✓	✓	✓	✓
	Tribal Assistance Coordination Group (TAC-G)	Tribal Emergency Manager	✓	✓		
	Federally Recognized Tribes	Tribal Emergency Manager	✓	✓	✓	✓
	State-Recognized Tribes	Tribal Emergency Manager	✓	✓	✓	✓
LOCAL ENTITIES	POCs at historic properties you own, operate, or manage		✓	✓	✓	✓

