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OBJECTS OF VALUE:
ADDRESSING EMERGENCY AND DISASTER
MITIGATION, PREPAREDNESS, RESPONSE AND
RECOVERY ISSUES IN COLLECTIONS

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OBJECTS OF VALUE: ADDRESSING EMERGENCY AND DISASTER MITIGATION,
PREPAREDNESS, RESPONSE AND RECOVERY ISSUES IN COLLECTIONS

by

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Abstract

This paper explores the social value in addressing emergency and disaster mitigation, preparedness, response and recovery as they relate to collections. The concept of cultural heritage collections is explored in this context along with informational and resource collections typically found in library settings. A discussion of the past and present climate of attention to emergency and disaster related issues in collections is presented along with two case studies of organizations within Delaware that endeavor to address these issues.

Introduction

When the topics of disaster mitigation, preparedness, response and recovery are discussed it is most frequently in the context of the social, environmental, and/or structural realms. No one would dispute the fact that disaster related issues must, first and foremost, be addressed in terms of personal safety – that is the potential harm that any type of disaster might cause to a person either physically or mentally. Likewise the importance of studying the potential impact of disasters on the natural environment and built structures and lifelines is beyond question. However there are substrata or secondary elements that have the potential to suffer great damage during and after disaster situations that are also very important to consider. Among these elements is that of cultural and informational collections. Although perhaps much more difficult to measure than the impact of personal injury or structural damage, the value of informational and cultural collections within a society is nonetheless worth including in discussions regarding disaster related issues.

This paper will discuss the potential benefits of addressing disaster related issues as they pertain to cultural and informational collections as well as the possible roles that these

collections may play before and after disasters. Two examples of organizations established to address emergency and disaster mitigation, preparedness, response and recovery in such collections will also be explored. Although the discussion of emergency and disaster related issues as they pertain to collections is of obvious pertinence in a worldwide context, the author has chosen to primarily address the topic within a U.S. context. Further exploration of the topic as it pertains to other countries is both acknowledged as vital and encouraged. Additionally, the primary focus of this paper is natural emergency and natural disaster situations. While there are similarities relating to mitigation, preparedness, response, and recovery for both natural and human-caused emergencies and disasters there are also distinct differences. The author feels that including both types of events would not adequately address either the differences or the unique scenarios that are part of human-caused emergencies and disasters such as terrorism events or civil disturbances.

For the purposes of this paper the following definitions will be used as taken from *Before and After Disasters: Federal Funding for Cultural Institutions* (page 3):

- **Preparedness** – being ready to handle disasters and emergencies. Risk assessments, disaster planning, adequate supplies, trained staff, and community partnerships all contribute to disaster preparedness.
- **Mitigation** – the process of preventing or minimizing the losses and damages that emergencies can cause.
- **Response** – actions taken to deal with a disaster or emergency. Response is about the emergency itself, as well as the problems it creates.
- **Recovery** – restoring services, facilities, programs, collections, and infrastructure.

Cultural Property's Role in Disaster Recovery

In their book titled *Rebuilding Urban Places After Disaster: Lessons from Hurricane Katrina*, Eugenie L. Birch and Susan M. Wachter present the concept of “cultural value,” suggesting that an object has worth to a society based on such things as “the richness and idiosyncrasy of human experience, creativity, all the things one would describe as ‘priceless’” (p. 260). Value is seen not as a measurable, quantifiable element but rather as a perceived or sensed quality of a place or object. One of the challenges in advocating for the importance of mitigating disaster impact and planning for disaster preparedness, response and recovery where cultural collections are concerned is convincing those responsible for such tasks that there is value in doing so. Furthermore, unlike physical structures that can be appraised relatively easily to determine a monetary value to equate with potential loss, when considering cultural collections the task is much more arduous if not impossible. For example, how does one place an accurate monetary value on a rare painting that would be considered by most in the art community to be “priceless”? So in a world that has grown accustomed to operating out of a profit-and-loss mentality that is primarily monetarily based it is much more difficult to identify the potential impact of loss of cultural property because there is a social value as well.

A companion opinion is expressed by Randall Mason in his chapter titled “Promoting Cultural Preservation” as it appears in the same volume. He states, “Making decisions based only on economic values underestimates (if not ignores) cultural values (p. 260-261).” As previously mentioned, it seems that economic values often prevail because they are more easily measured and less subjective. Should less effort be made, however, to preserve and protect an object from the possible ravages of a disaster simply because the worth of that object is less concretely and more subjectively measured?

Collections of cultural property can play a vital role in community recovery following disasters. Since these collections consist of objects collectively owned by the public and held in the public trust, the objects belong to all of those who are impacted by the devastation of disaster. In disaster situations many residents of the impacted areas lose some or all of their personal possessions (some of which may be considered priceless and irreplaceable such as family photographs, collections of family memorabilia, or family heirlooms). In similar situations, however, often times objects held in the public trust by museums fare better because of the care taken prior to the disaster to protect them. Therefore, while an individual's personal "treasures" may be lost, those that are part of the community's collections held in the public trust may not. The survival of treasured objects may serve as a rallying point for the local community – members of the community may bond together to recover, repair, and preserve those objects that are held in common simply because in many cases those objects are all that remain of cultural property for some or all of the residents in the community.

Restoration of cultural property also has the capacity to enhance the quality of life for the community within which the collection is held. Few would dispute the fact that accessibility to museums, libraries, and other cultural institutions provides vast opportunities to expand an individual's understanding of the world around them and thus broaden their personal horizons. In a post-disaster environment, enhancing quality of life could surely be linked to resilience of the impacted community by improving the mental and emotional health of the residents.

Cultural redevelopment or recovery can also be directly linked to economic redevelopment and recovery in the post-disaster recovery process. Within the realm of tourism, cultural locations such as museums and public archives can serve to draw people back to a recovering community by providing opportunities for a cultural experience and thus potential

tourism income for the community as well. There is evidence that the recovery of cultural areas within New Orleans and the restoration of such cultural heritage sites as Beauvoir (U.S. Confederate President Jefferson Davis' home in Biloxi, Mississippi) have done much to draw tourists and tourist dollars back to the Gulf Coast region during the post-Hurricane Katrina recovery timeframe.

Disasters and disaster related damage can also provide an unusual opportunity with regard to cultural heritage property. In the chapter by Daryl Barksdale titled "Disaster Recovery Response to Tropical Storm Alberto" (see *Disaster Management Programs for Historic Sites* edited by D. H. R. Spennemann and D. W. Look) he describes in detail the recovery of Montezuma, Georgia following Tropical Storm Alberto in 1994. One of the major impacts of the storm was that the historic downtown area was completely flooded and many of the 45 structures considered part of the National Register District in that area were damaged. Prior to the storm many of these structures had been modified with the addition of non-historic aluminum facades which were also damaged in the storm. As a result, an opportunity arose during the recovery phase to restore these historic buildings to their former grandeur sans added facades. With assistance from the National Trust for Historic Preservation and the Georgia Trust the community restored these historic buildings and created a new economic opportunity through heritage tourism.

In his chapter titled "Promoting Cultural Preservation" included in *Rebuilding Urban Places After Disaster: Lessons from Hurricane Katrina*, Randall Mason introduces the concept of "cultural confidence." He notes that although it is expected that culture will change, that change should not occur so rapidly as to erode a community's sense of history and place. If it does, he argues that "social instability could result" (p. 269). By restoring the cultural

environment as manifest in cultural property (i.e. museums, libraries, public archives, etc.) the process of cultural confidence is maintained. This is yet another argument supporting the need to address emergency and disaster related issues within cultural heritage collections.

One final, and often unconsidered, role of cultural heritage collections within the context of disasters is that often the disasters themselves can spawn the birth of new collections that, over time, help to serve as part of the collective memory of the event. In the case of the various floods that have plagued Johnstown, Pennsylvania, for example, various artifacts relating to the floods have been collected over the years and now serve as comprehensive collections that capture the impact of the events and educate and enlighten visitors to the Johnstown Flood National Memorial (see <http://www.nps.gov/jofl/index.htm> for more information). Had these artifacts not been sought out and actively collected following the various events a certain perspective on the events themselves would surely have been lost. In a sense, the value and richness of these collections cannot be overstated.

The Role of Library Collections in Disaster Response and Recovery

The role of libraries and their collections during the response and recovery phases of disaster situations is distinctly different from that of cultural heritage collections but of equal value and importance. Libraries often serve as a community's hub of information during non-disaster times and therefore are prime candidates to serve as information hubs as well as resource centers for recovery during the post-disaster time frame. Because libraries tend to be seen as community resources during non-disaster times, community members are accustomed to utilizing their vast information resources and are thus naturally inclined to think of the local library as an information center when the disaster occurs. Ellen Perlman provides just one

example of this role in her Web article titled “Critical Connectors.” She notes that “during emergencies, citizens and even some disaster workers depend on libraries for Internet connections to the world”. Of course it is virtually impossible to locate a library whose information resources are contained solely in the electronic realm; most if not all libraries typically hold collections in electronic and print formats consisting of Internet connections, computer databases, books, periodicals, newspapers, and many other media types. As a result, the incorporation and consideration of emergency and disaster mitigation, preparedness, response and recovery issues concerning these collections is as vitally important as is addressing these topics with regard to cultural heritage collections.

Although there may be significant differences in the contents of those collections held by cultural heritage organizations (museums, for example) and those collections held by libraries, there is much similarity and overlap in the steps that can and should be taken to address disaster related issues within both environments. Likewise, although the roles that each type of collection steward might play in disaster preparedness, response, and recovery within a community may differ, they hold equal value in their roles and therefore warrant equal attention in disaster planning. The following sections will address some of these aspects from the broader perspective of collections in general without distinction of cultural heritage collections vs. library collections. The author acknowledges that while there is considerable overlap and similarity between considerations for the two broad types of collections there are also unique aspects that should be considered when engaging in disaster planning. The author will not, however, attempt to address these unique aspects within this paper.

Incorporating Emergency and Disaster Issues into Planning and Caring for Collections

The concept of considering emergency and disaster related issues as they pertain to cultural collections is not a new one. Documents such as *The Management of Natural Hazard Risk to Cultural Property: Introduction and Assessment* by Norbert S. Baer indicate the awareness of and concern for the impact of disasters on cultural property and institutions dating back at least 20 years.

Baer notes that "...the threat of a catastrophic event, for these affect cultural property with alarming frequency, may call for substantial allocation of resources. While all disasters may be expected to affect some artifacts and structures of artistic and historic significance, some, as for example, the great Florence Flood (1966) and the Friuli earthquake (1976), occur in regions of great cultural significance with widespread irreplaceable losses" (p.1). Baer goes on to cite a number of examples of disaster events that have adversely impacted cultural heritage property such as the Corning, New York flood of 1972 that struck the Corning Museum of Glass and caused extensive damage to collections, the Johnstown, Pennsylvania, flood of 1977 which caused extensive damage to both the museum and the collections, and the 1985 fire at the Huntington Library and Art Gallery in San Marino, California, which caused extensive smoke damage throughout the building. The key is that without adequate disaster preparedness, planning, and mitigation there will undoubtedly be irreplaceable losses in any disaster situation.

Emphasis on mitigating the potential impact of disasters on cultural collections and planning for disaster response and recovery regarding those collections is not a new concept and is one that has gained more emphasis over the years. It seems, however, that there is still a challenge in convincing emergency planners and responders of the intrinsic value in paying the attention due to these collections during the planning, response and recovery phases. In addition,

the challenge continues to convince those directly responsible for the care and preservation of cultural heritage collections that emergency and disaster related issues cannot be ignored and must be addressed. We wouldn't passively permit the destruction of a rare painting, historic building or other work of generally recognized cultural value by human forces so why would we allow it to happen by natural forces?

In her recently published textbook, *Disaster Recovery*, Brenda Phillips provides a chapter titled "Historic and Cultural Resources" which includes such subsections as "The Importance of Historic Places", "Challenges and Opportunities after Disaster", "Resources for Historic and Cultural Preservation", and "Building Mitigation into Historic and Cultural Resource Recovery." By the mere fact that this chapter is included in the text, Phillips is giving voice to the vital role that the collective cultural heritage plays within the larger disaster recovery picture. According to the publisher, CRC Press, this volume is "designed for professional and classroom use" which appears to underscore the author's recognition of how important it is to incorporate cultural heritage issues into the broader disaster issues conversation. Perhaps Phillips captures the essence of cultural heritage's social value when she notes, "Historic and culturally meaningful locations tie us to the past, to a sense of identity – of who we are, the people who came before us, and the legacy that we intend to leave (p. 160)." This, in a brief statement, is why we should care about cultural collections.

In the publication *Before and After Disasters: Federal Funding for Cultural Institutions*, co-produced by the Federal Emergency Management Agency, Heritage Preservation, and the National Endowment for the Arts, the observation is made that the cultural community has placed far greater emphasis on emergency management in the post-September 11, 2001 environment. Undoubtedly this event, combined with the experiences of the cultural community

during and after Hurricane Katrina, has done a great deal to increase awareness for emergency and disaster preparedness and mitigation efforts. No longer can those responsible for the care and preservation of cultural heritage property held in the public trust downplay or ignore the need for planning. Even the publication itself is a reflection of the growing concern and need regarding disaster planning along with a companion increase in resources to meet the need. It notes that information pertaining to 15 federal grant and loan programs is included – an increase of nearly 50% over the previous edition of the document.

In 2005, Heritage Preservation and the Institute of Museum and Library Services (IMLS) conducted a study, known as the Heritage Health Index or HHI, to determine the extent to which cultural heritage collections throughout the United States were protected from the potential impacts of disasters through museums' efforts to address such issues. According to the study's results, "2.6 billion items of historic, cultural and scientific significance are not protected by an emergency plan" (p. 6) and, therefore, are at risk of some level of damage or loss if a disaster occurs. Additionally, 92% of the historical societies in the United States and U.S. territories did not have an emergency plan or the staff trained to carry it out; 70% of the archives and libraries face similar challenges (p. 7). Debra Hess Norris, Chairperson of Heritage Preservation at the time of the report's issuance, notes that "The HHI reveals pressing national needs relating to collections' environment, storage, staffing, funding, and emergency preparedness and planning" (see *Challenges and Accomplishments: National Emergency Preparedness, Response & Recovery*, page 2).

In his subsequent publication, "Promoting Cultural Preservation," Randall Mason argues that "conscious conservation of a place's cultural values" should be a higher priority in disaster recovery than it typically is (p. 259). Organizations like Heritage Preservation have done much

to advance the conversation among those responsible for cultural collections and those responsible for disaster mitigation, preparedness, response and recovery (in some cases these are the same people), however much more could and should be done to foster both disaster awareness among cultural collection managers and cooperative relationships between the collection managers and emergency responders.

An abundance of online resources also now exist (see Appendix 1 for partial list), giving evidence to the fact that disaster mitigation, preparedness, response and recovery are more important in the public eye than ever before. As previously mentioned, without doubt one of the key factors in this increase in public awareness regarding disaster related issues and cultural collections was Hurricane Katrina's impact on the Gulf Coast and, more specifically, on the various cultural institutions in that geographic area. Although the concept of addressing emergency and disaster issues in collections seems to be more widely accepted in theory, it still appears that there is a significant lack of practical action to implement the concept.

The Connection between Emergency Responders and Collections

In her paper, *Challenges and Accomplishments: National Emergency Preparedness, Response & Recovery*, Debra Hess Norris makes the following statement:

Building a sustained partnership between conservation professionals and emergency response communities ensures that cultural heritage will be well protected against disasters. This involves the responsibility to: (1) raise awareness of the pressing need to protect cultural and historic resources, (2) initiate a dialogue with emergency responders city-wide, (3) build and sustain local networks, and (4) develop strategic partnerships to integrate cultural heritage into local emergency plans. (P. 4)

The relationship between cultural institutions such as museums, libraries, and public archives and emergency responders is essential to adequately addressing emergency and disaster related issues. Without awareness of collection values (both monetary and social) on the part of the emergency response community, activities addressing emergency and disaster related issues can only be partially effective. The responsibility for developing these key relationships seems to fall first and foremost on the shoulders of those who care for collections. To address this need, institutions must engage in outreach to their local emergency response community along with demonstrating their understanding of the emergency managers' perspective on response. In addition, managers of collections should actively seek to engage the emergency response community in establishing the best possible practices addressing emergency and disaster issues and their collections.

One of the more effective efforts toward fostering strong professional connections between emergency responders and collection managers is to establish familiarity among the two populations. Philadelphia Alliance for Response – an initiative addressing emergency and disaster issues as they relate to cultural heritage collections – is working toward credentialing cultural heritage staff members through their local emergency response community. Such credentialing programs are typically designed, first and foremost, to promote relationship building between collection management staff and emergency response personnel. They may or may not, however, include a training component that could lead to some sort of recognized certification. By actively pursuing a credentialing program, the Philadelphia Alliance for Response enables those responsible for the care of the collections in the event of an emergency or disaster to

become familiar to the emergency responders. In addition, collection management personnel will also be recognized for their expertise and knowledge should a situation occur. In this way, members of the cultural heritage community can serve as assistants and advisors to emergency responders to minimize the potential impact of disasters on their collections. Regardless of the type or content of a collection, those responsible for the collection can and should work to build these critical relationships with emergency responders and a formal credentialing program is just one way to do so.

Examples of Resources to Address Disaster Planning and Collections

Several different organized responses have evolved over the past decades to address issues relating to emergency and disaster mitigation, preparedness, response and recovery both at the grassroots and broader levels. Examples include the Heritage Emergency National Task Force (established in 1995), the Alliance for Response (established in 2003) and the American Institute for Conservation (AIC) Collections Emergency Response Teams (AIC-CERT), all of which act on a national and regional level. The California Preservation Program, a statewide initiative that addresses emergency and disaster related issues as they pertain to the state's libraries, archives, historical societies, cultural institutions, and records repositories (for more information see their Web site at [http:// www.calpreservation.org/](http://www.calpreservation.org/)) is another example. In addition, the World Wide Web has provided opportunities for resource and information sharing among libraries and cultural institutions alike.

Within the state of Delaware there are currently two vital initiatives working toward addressing disaster and emergency related issues. The Delaware Disaster Assistance Team (DDAT) functions at the state level; the Emergency Response Working Group (ERWG) at the

University of Delaware functions at the institutional level. This section will detail some of the activities and efforts of both organizations.

DDAT

DDAT grew out of a day-long training on disaster response and preparedness that was hosted by the Delaware Public Archives and the Delaware Division of Libraries and targeted primarily staff members representing university and public libraries throughout the state of Delaware along with staff members from the Public Archives. Titled “It Can happen Here: A One-day Workshop on Disaster Preparedness and Response,” the workshop addressed such topics as elements of a disaster plan; ways to update an existing plan; plan development utilizing the Northeast Document Conservation Center’s (NEDCC’s) online tool, dPlan; disaster recovery, salvage of wet collections, response, and rehabilitation; and case studies exploring the experiences of others who had previously experienced a disaster situation within their collections. By the end of the day, two critical concepts were realized: (1) that participants in the workshop felt that ongoing training and interaction with one another to address their institutions’ needs relating to disaster issues and collections was absolutely necessary and (2) that the effort must be expanded to include not just collections of printed materials and other objects likely to be found in libraries and archives but also those typically housed and managed by museums as well.

Two individuals who were instrumental not only in hosting the initial workshop but also in launching DDAT were Joanne Mattern of the Public Archives and Susan Olson of the Division of Libraries. Together they worked to establish a broad membership base representing all three counties within the state and a broad range of libraries and museums. Early efforts

focused on assisting members with acquiring the necessary skills to develop comprehensive and detailed disaster plans for their institutions. Members saw the immediate value of formulating a disaster plan as twofold. First, the process of compiling the necessary information to complete the plan would undoubtedly identify various issues within collections and collection spaces that needed to be addressed to improve conservation/preservation of the objects as well as mitigate possible problems and damage resulting from a disaster situation. Second, a completed disaster plan would, in theory, enable institutions to be better prepared to address a disaster situation when it occurs. Note that the emphasis is on *when*, not *if* a disaster occurs since members acknowledged early on that some sort of disaster – whether it is on a relatively small and localized scale (such as burst pipe or insect infestation) or on a larger scale (such as a regional hurricane or flood) would likely occur at some point in the future within their collections.

Once the need for completing disaster plans was addressed, the group moved on to other tasks. Again through the leadership of Joanne and Susan, the Delaware Public Archives and the Division of Libraries obtained a national grant that provided funding to bring in a consultant for a second day-long workshop. The second workshop was geared toward identifying weaknesses within the cultural institutions throughout the state pertaining to disaster mitigation, preparedness, response and recovery as well as identifying gaps in both material and informational resources to provide adequate response. The opportunity to gather members once again to network and address disaster related issues combined with the resulting report issued by the consultant served to identify the future path of DDAT.

Although DDAT floundered briefly due to the departure of the primary leadership for reasons unrelated to the organization, currently it is gaining in strength and purpose. A steering committee consisting of members decidedly dedicated to the organization's success has been

actively engaging in outreach to prospective new members. In addition, recently the committee formulated a mission statement (see Appendix 2 to this paper for complete text) as well as an organizational constitution (see Appendix 3). Just prior to the completion of this paper the group's general membership unanimously ratified the constitution and elected officers as well as a board of directors. All of these tasks are vital to the group's success as they will be instrumental in more clearly defining the path ahead for the collective membership in addressing emergency and disaster preparedness for museums and libraries throughout the state.

ERWG

ERWG was formed from a wide range of academic and non-academic units throughout the University of Delaware. As with DDAT, the common thread among all members is that each is responsible for some type of collections belonging to the University. Unlike DDAT, however, membership in ERWG was and continues to be extended to collection managers whose collections are not necessarily considered to be of cultural value, such as collections of records or other similar documents. The reason for this decision is purely pragmatic – ERWG members feel that non-cultural collections managers can also benefit from acquiring such skills as preparing a disaster plan, recovering collections in the event of an emergency or disaster, and knowing how to effectively and appropriately respond when a situation occurs. Therefore ERWG includes, but is not limited to, the scope of cultural collections.

In another variation on DDAT's approach, ERWG also established an Advisory Group consisting of representatives from various University-wide support units such as Procurement, Facilities, Environmental Health and Safety, and Public Safety. These representatives act as advisors to the member units on matters relevant to their expertise. For example, the

University's Emergency Preparedness Coordinator (a staff member with Public Safety) provides information and insight regarding University policies, procedures and related issues. The representative from Procurement serves as a key advisor on financial matters pertaining to the acquisition of emergency response and recovery supplies and services. By incorporating these individuals in the emergency and disaster related conversations among collection managers, ERWG works to strengthen the relationships and inter-unit links that will become so critical during emergency and disaster response and recovery.

ERWG also seeks to tap the expertise and resources within the University community to provide relevant training opportunities for its membership. To date a series of workshops on such topics as insurance issues, recovery of paper-based wet materials, and the proper use of a fire extinguisher have been offered by University personnel who are experts in these fields. Again, by offering these programs, ERWG seeks not only to provide its members with essential skills for emergency mitigation, preparedness, response, and recovery but also to encourage the type of relationships that will improve each unit's capabilities in these areas.

One of the projects ERWG is currently engaged in is to establish a GIS-based database that will map the locations and details of collections throughout the University. The project's intent is to provide a comprehensive electronic database that will be secure from outside users but will offer centralized access to key collection related information. In so doing, we hope to accomplish several things. First, the database will serve as an inventory of collections – not in the sense of tracking individual objects within any given collection, but rather in identifying virtually all of the collections themselves. Second, the database will provide basic information about each collection including details on collection spaces, collection contents and key contacts. By enabling access to this information, collection managers can network with those who may

have similar collections and thus similar issues. Third, by providing this basic collection information, we have the potential to enable a quicker and more efficient response should any given collection manager need support and assistance following an emergency or disaster. By accessing the database, those providing aid and support will be able to see what types of objects are in the impacted collection, how big the collection is (to have a sense of how much recovery space might be needed), what response resources are already available in the surrounding collection areas, and who to contact for more information. Likewise, if a collection manager experiences a situation within their collection that warrants assistance, they can access the database to determine who is in closest proximity to them, who has the appropriate response supplies and resources, etc. to enable them to address the situation quickly and effectively.

In the future, ERWG plans to expand its efforts to address emergency and disaster related collection issues. The group hopes to seek grant funding to provide additional training opportunities as well as to obtain adequate supplies to address mitigation as well as potential responses.

The complete texts of both the ERWG Mission Statement and Constitution can be found in Appendices 4 and 5 respectively.

Challenges Remain

Although great strides have been made in raising awareness among both collection management staff and emergency responders regarding disaster planning issues in the post-9/11 environment, much can still be done. Most of the improvements to disaster preparedness within collections have occurred at larger institutions – not a surprise given the greater abundance of resources typically available to those organizations. But many smaller institutions, such as

independent libraries and museums, local historical societies, etc., still struggle to address even the most basic disaster preparedness concepts. These organizations face their greatest challenges in terms of resources including shortages in personnel, time, and finances. All of these shortages in turn also impact one of the most essential resources to any institution of this type, namely training. Without appropriate training, collection management personnel are often overwhelmed when faced with tasks such as developing a disaster plan, performing regular small scale disaster drills, and mitigating potential disaster impacts by performing rudimentary collection reviews and maintenance. Additionally, the funding so often needed to perform these tasks is available primarily through various grants which regularly require the development of grant proposals and applications to obtain. Although in some cases the application process for this funding is relatively straight forward, in many instances the process is complex and arduous even for those familiar with and trained in the logistics. When this skill set is lacking it places yet another road block between the organizations so desperately needing the funding and the funding itself. It is one of the organizations' most cumbersome "catch-22s" – without the training, the funding is less accessible, but without the funding, the training is less accessible also.

To the individuals living in the communities served by these smaller institutions, the objects held by these libraries, museums, etc. are no less valuable than the priceless and rare objects held by the larger organizations. The key challenge is how to provide these smaller organizations with the tools that they need to properly protect their collections. One possible solution to this problem would be to partner smaller institutions with larger ones. Not only would this foster strong working relationships among collection management professionals and volunteers but it could also fill some of the gap created by the lack of financial resources.

Conclusion

Both those responsible for the care and management of cultural heritage and informational collections and those responsible for emergency and disaster management are continuing to become more aware of the importance of addressing related issues in collections. There remains, however, much work to be done on this front. Until these issues are addressed within all institutions holding collections in the public trust the effort cannot and will not be optimally effective.

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APPENDIX 1. On-line Resources

American Institute for Conservation (AIC)

www.aic-faic.org

AMIGOS Library Services

www.amigos.org

California Preservation Program

www.calpreservation.org

Conservation Center for Art and Historic Artifacts (CCAHA)

www.ccaha.org/emergency_resources.php

Conservation OnLine (CoOL)

www.palimpsest.stanford.edu/bytopic/disasters

dPlan-RI – The Online Disaster-Planning Tool

<http://www.nedcc.org/about/news.dplan.php>

Disaster Mitigation Planning Assistance

www.matrix.msu.edu/~disaster/

Federal Emergency Management Agency (FEMA) – Environmental & Historic Preservation section

www.fema.gov/ehp

Library of Congress Preservation Directorate

www.loc.gov/preserv/pubsemer.html

National Archives and Records Administration (NARA)

www.archives.gov/preservation/emergency_preparedness.html

Northeast Document Conservation Center (NEDCC)

www.nedcc.org/welcome/dsaster.htm

Regional Alliance for Preservation (RAP)

www.rap-arcc.org

San Diego/Imperial County Libraries Disaster Response Network (SILDRN)

www.orpheus.ucsd.edu/sildrn/

LYRASIS

<http://www.lyrasis.org/>

APPENDIX 2. DDAT Mission Statement (see www.udel.edu/DDAT)

The mission of the Delaware Disaster Assistance Team (DDAT) is to coordinate emergency preparedness planning and awareness and disaster mitigation among the agencies, institutions, and repositories that create and manage collections of books and published materials, papers and records, artifacts and objects, and artwork of historical and cultural importance and value to the state and citizens of Delaware. DDAT stands as a means for cooperation among the libraries, archives, museums, and related entities located within Delaware before emergencies occur and as a liaison between its participants and supporting and advisory entities.

To accomplish its mission, DDAT will identify appropriate emergency management resources drawn from within and outside of the Delaware community, and will conduct collaborative activities intended to coordinate emergency preparedness planning efforts among the participating entities. These activities are intended to be preventive in scope, providing means to mitigate risk to the collections located within Delaware. Foremost among these activities are the following objectives:

- Provision of assistance to participating entities in the development of individual emergency preparedness, response, and recovery plans.
- Organization of training and educational resources intended to enable participating entities in the development of aforesaid plans and related activities.
- Provision of a means of communication among participating entities for the exchange of ideas and information concerning emergency preparedness, response, and recovery planning and related activities.

As emergency preparedness reaches a greater level of awareness and attention within the historical and cultural institutions of Delaware, it is anticipated that activities will be undertaken to provide service and assistance in depth to participating institutions for the purposes of disaster mitigation and recovery, including but not limited to the establishment of a mutual aid agreement between the participating entities, the establishment of regional networks and supply depots, and the implementation of emergency preparedness planning standards. In sum, these efforts should produce a strong network of affiliated entities capable of providing direct assistance to participating entities during emergencies and disasters.

APPENDIX 3. DDAT Constitution

DDAT CONSTITUTION

ARTICLE I: NAME

The name of this organization shall be the Delaware Disaster Assistance Team (abbreviated hereinafter as DDAT).

ARTICLE II: MISSION

The mission of DDAT shall be to coordinate emergency preparedness planning, awareness, and disaster mitigation among the agencies, institutions, and repositories that create and manage the cultural heritage of Delaware. DDAT shall encourage cooperation among the cultural institutions located within Delaware before emergencies occur and shall serve as a liaison between its participants and supporting entities.

To accomplish its mission, DDAT shall identify appropriate emergency management resources drawn from within and outside of the Delaware community, and shall conduct collaborative activities intended to coordinate emergency preparedness planning efforts among the participating cultural institutions. These activities are intended to be preventive in scope, providing means to mitigate risk to the collections located within Delaware. Foremost among these activities shall be the following objectives:

- To assist participating cultural institutions in the development of emergency preparedness, response, and recovery plans.
- To organize training and educational resources to aide participating cultural institutions in the implementation of their emergency preparedness, response and recovery plans.
- To provide a forum for the exchange of ideas and information concerning emergency preparedness, response, and recovery planning and related activities.

An anticipated goal of DDAT shall be to provide on-site emergency response and recovery assistance to member organizations after the development of a mutual aid agreement and the achievement of demonstrable progress in emergency preparedness education. Future activities shall include, but not be limited to, establishment of regional networks and supply depots within Delaware and implementation of emergency preparedness standards by members. These efforts should produce a strong network of affiliated cultural institutions and supporting entities capable of providing direct assistance to the membership during emergencies and disasters.

ARTICLE III: DEFINITIONS

Within this constitution, the following terms and phrases shall possess the following definitions:

- "Cultural heritage" and "collections of cultural heritage" shall be defined as those collections of books, papers, documents, records, media, recordings, artifacts, objects, artworks, buildings, structures, and appurtenances that possess and are characterized by historical and cultural importance and value to the state and citizens of Delaware, regardless of scale and scope. Collections of cultural heritage shall be held by their respective administering entities in and for the public trust, and shall be accessible in whole or in part to the general public. Cultural heritage shall include by definition research collections that may or may not possess significant orientation to the history and culture of Delaware. Cultural heritage shall not include collections composed primarily of biological, chemical, metallurgical, radiological, or geological specimens or materials, with exception of osteological collections of human and animal specimens recovered through archaeological research or as may be allowed by amendment to this constitution.
- "Cultural institution" shall be defined as those libraries, archives, museums, societies, sites, facilities, and other entities, regardless of scale and scope, that are situated within the borders of the state of Delaware, and which manage, store, preserve, and provide access to collections of cultural heritage as a primary or ancillary mission.
- "Supporting entity" shall be defined as those institutions, agencies, offices, and other entities, regardless of scale and scope, that are situated within or outside of the borders of the state of Delaware, and which provide material and administrative support to cultural institutions for the purposes of emergency preparedness, response, and recovery as a primary or ancillary mission, but which do not hold or are characterized by the management, storage, or provision of access to collections of cultural heritage as a primary mission.
- "Primary member" and "primary membership" shall be defined as those cultural institutions that pay the dues required for primary membership within DDAT and which possess voting privileges, with exception of the Delaware Emergency Management Agency or as may be allowed by amendment to this constitution.
- "Secondary member" and "secondary membership" shall be defined as those supporting entities and persons, regardless of affiliation or employment, who wish to participate in DDAT meetings and activities as allowed by their payment of the dues required for secondary membership within DDAT.
- "Emergency" and "disaster" shall be defined as events that cause acute detrimental effects on collections of cultural heritage and that cannot be met in an appropriate or expeditious manner by the cultural institution charged with its care and custody. Emergency shall not include chronic adverse conditions or those conditions that are not of a physical nature, including but not limited to neglect, theft, and conditions or states of financial or economic hardship.

ARTICLE IV: MEMBERSHIP

The membership of DDAT shall consist of two (2) types of members, which shall be known as primary members and secondary members. All members may participate in any and all meetings, activities, and events sponsored by or held for the benefit of DDAT. Primary members possess voting privileges, whereas secondary members do not possess voting privileges.

Primary and secondary members shall designate representatives from among their personnel to attend meetings. It is preferable that these representatives possess some degree of decision-making authority within their respective institutions. Meetings and activities may be attended by multiple representatives sent by any member, up to a limit of five (5) representatives. Attendance at meetings and activities shall be limited to five (5) representatives per member unless specific permission for additional attendees shall be granted by the executive officers of DDAT or as may be allowed by amendment to this constitution.

Primary members shall pay to DDAT dues of not less than fifty dollars (\$50.00) per annum to secure their primary membership. Secondary members shall pay to DDAT dues of not less than ten dollars (\$10.00) per annum to secure their secondary membership.

The Delaware Emergency Management Agency hereby is considered to be a permanent primary member with voting privileges and is specifically and solely exempted from paying any and all dues to DDAT in order to preserve its primary membership.

ARTICLE V: ORGANIZATION

The following officers shall constitute the executive authority of DDAT:

- chair
- vice chair
- secretary
- treasurer

All officers shall serve for terms of two (2) years and shall be able to run for consecutive terms. The chair and vice chair shall be elected by simple majority vote of the primary membership. The secretary and treasurer shall be appointed by the chair and vice chair. All officers shall be elected or appointed from among the representatives of the primary membership. Individuals shall possess a record of active involvement in DDAT prior to candidacy. Officers shall not be employed as personnel by the same primary member at the time of their election.

The steering committee created to draft this constitution shall continue to serve as members of its board of directors for a term not to exceed two (2) years from ratification of this constitution. Prior to ratification, the steering committee shall select four (4) individuals to serve as the executive officers of DDAT upon ratification, for terms not to exceed two (2) years.

The board of directors shall consist of not less than seven (7) representatives elected from among the primary membership, one (1) of which shall be a representative from the Delaware

Emergency Management Agency. Directors shall be apportioned by county, with two (2) directors elected from each of the three counties of Delaware. The purpose of the board of directors shall be to foster the development and growth of DDAT, and to advise the executive officers of the most expeditious means to achieve those objectives. Service as directors shall not prevent representatives from voting as allowed within this constitution.

Working groups shall be created as needed to serve designated purposes. These groups shall be of two (2) types: standing and ad hoc.

Appointments to standing working groups shall be for terms of two (2) years and shall be made by the executive officers or the respective chairs of those working groups. Standing working groups shall be permanent unless discharged by the executive officers or by simple majority vote of the primary members during any given general meeting. Standing working groups shall be composed of representatives selected from among the primary membership.

Ad hoc working groups shall be created by the executive officers or by simple majority vote of the membership during any given general meeting. Appointments to ad hoc working groups shall be for the entire time required by that group to serve its designated purpose up to a limit of two (2) years. These appointments shall be made by the executive officers or the respective chairs of those working groups. Ad hoc working groups shall be discharged by the executive officers or by simple majority vote of the membership during any given general meeting. Ad hoc working groups shall be composed of representatives selected from among the primary and secondary membership.

The Membership Working Group (abbreviated hereinafter as MWG) shall be appointed as a standing working group of DDAT. Its purpose shall be to maintain and enhance the membership of DDAT by designing and engaging in various outreach activities for current and potential primary and secondary members. The chair of the MWG shall be appointed by the DDAT chair, and the MWG itself shall consist of no fewer than three (3) representatives selected from among the primary membership.

ARTICLE VI: MEETINGS

General meetings of DDAT shall be held at locations to be determined by the DDAT chair and vice chair. Arrangements for these meetings shall be the responsibility of the DDAT chair and vice chair. The quorum of primary members required to conduct business shall consist of representatives from at least sixty percent (60%) of the primary membership, including at least one (1) executive officer. Minutes of general meetings shall be recorded by the secretary and retained by that officer during his or her time of service, then transferred to the Delaware Public Archives for permanent retention. The chair shall delegate interim business responsibilities as appropriate, with results reported at the next general meeting or thereafter as necessary.

Meetings of the standing working groups shall be held at places and times and with frequency to be determined by their respective chairs in consultation with the executive officers. It is expected that standing working groups meet at least once per quarter.

Meetings of ad hoc working groups shall be held at places and times and with frequency to be determined by their respective chairs in consultation with the executive officers.

General meetings shall be called by the chair, or by the vice chair in the absence of the chair, or by the secretary in the absence of both the chair and vice chair.

Special meetings of the membership of DDAT may be called as necessary and appropriate by the chair and vice chair.

All working groups shall provide reports of their activities at each general meeting.

ARTICLE VII: VOTING

For the purposes of voting, all representatives from any given primary member shall be considered as having one (1) collective vote, except as may be allowed by amendment to this constitution.

While votes on business shall be made by primary members that send representatives in person to meetings whenever possible, votes transmitted by electronic medium shall be accepted in place of physical representation at said meetings so long as a quorum of the primary membership is present at said meetings when the business is offered for consideration.

ARTICLE VIII: CALENDAR

DDAT shall operate on an annual basis running from July 1 to June 30 inclusive.

General meetings of DDAT shall be held twice per year, preferably during the months of April and October.

ARTICLE IX: EMPOWERMENT

No primary or secondary member of DDAT, including but not limited to any member who serves on any working groups, shall commit DDAT to any policy, contract, or debt, or represent it at any public or private hearing without first having received authority to do so from the executive officers and board of directors of DDAT.

ARTICLE X: LIMITATION OF LIABILITY

DDAT makes no representations or warranties, express, implied, or statutory, regarding the activities of DDAT and its officers to the membership of DDAT, including but not limited to any services or goods provided by DDAT to any given member.

No primary or secondary member makes any representations or warranties, express, implied, or statutory, regarding the activities of DDAT in which that member chooses to partake, including but not limited to any services or goods provided by any given member to another member.

ARTICLE XI: AMENDMENTS

This constitution may be amended by simple majority vote of the primary membership during any given general meeting. Written notice of intent to amend shall be sent to all primary and secondary members at least two weeks prior to the general meeting in which the vote shall be held.

AMENDMENT I: DELAWARE MUSEUM OF NATURAL HISTORY

The Delaware Museum of Natural History shall be defined as a cultural institution under Article III of this constitution, and as such, may elect to join DDA T as a primary member.

APPENDIX 4. ERWG Mission Statement (see www.udel.edu/ERWG/about.html)

The mission of the Emergency Response Working Group (ERWG) for University Collections and Records is to coordinate emergency preparedness planning, response operations, and recovery activities among administrative and academic units that manage collections of objects and records of importance and value to the University of Delaware. The ERWG stands as a means for cooperation among those units before, during, and after emergencies, as a liaison between its participants and supporting and advisory units, and as a collective representation to the University administration of the emergency preparedness needs of its constituents.

To accomplish its mission, the ERWG will identify and secure appropriate emergency management resources drawn from both within and outside of the university community, and will conduct collaborative activities intended to coordinate and test preparedness planning, emergency response and recovery planning efforts among the participating units. These activities are intended to be both preventive and restorative, providing a means for mitigating risks to the collections and records of the University of Delaware, and facilitating restoration in the wake of emergency situations.

ERWG Constitution

ARTICLE I: NAME

The name of this organization shall be the Emergency Response Working Group for University Collections and Records.

ARTICLE II: MISSION

The mission of the Emergency Response Working Group for University Collections and Records (ERWG) is to coordinate emergency preparedness planning, response operations, and recovery activities among administrative and academic units that manage collections of objects and records of importance and value to the University of Delaware. ERWG stands as a means of cooperation among those units before, during, and after emergencies, as a liaison between its participants and supporting and advisory units, and as a collective representation to the University administration for the emergency preparedness needs of its constituents.

To accomplish its mission, ERWG will identify and secure appropriate emergency management resources drawn both from within and outside of the university community, and will conduct collaborative activities intended to coordinate and test preparedness planning, emergency response and recovery planning efforts among the participating units. These activities are intended to be both preventive and restorative, providing a means for mitigating risks to the collections and records of the University of Delaware, and facilitating restoration in the wake of emergency situations.

ARTICLE III: MEMBERSHIP

The membership of ERWG shall consist of representatives from the following University units:

- Anthropology
- Art Conservation
- Art History
- Center for Historic Architecture and Design
- Delaware Center for Teacher Education
- Disaster Research Center
- Fashion and Apparel Studies
- History Media Center
- Human Resources
- Information Technologies-University Media Services
- Information Technologies-User Services
- Library

- Music
- Occupational Health and Safety
- Procurement Services
- Public Relations-Photographic Services
- Public Safety
- Risk Management
- Supporting Services
- University Archives and Records Management
- University Museums

Hereinafter, these units are referred to as member units.

Member units should designate representatives from among their personnel to attend general meetings. General meetings are open to all personnel from any member unit. Notice should be provided to the executive officers by personnel interested in attending general meetings to which they did not receive an invitation. For the purposes of voting, all personnel from any given member unit are considered as one vote.

Units may be added to ERWG upon receipt of approval from the executive officers and the advisory group. Applications to be admitted to ERWG should be submitted in writing to the executive officers.

ARTICLE IV: ORGANIZATION

The following officers shall constitute the executive authority of ERWG:

- chair
- vice chair
- secretary

All officers serve terms of two years. Chairs and vice chairs are elected by simple majority vote of member units. Secretaries are appointed by chairs. Elections for chairs and vice chairs are held during alternate years. Secretaries serve concurrently with chairs. All officers shall be elected or appointed from among the personnel of the member units. Individuals should possess a record of active involvement in ERWG prior to candidacy. Chairs and vice chairs should not be employed as personnel within the same member unit at the time of their election. Elections are held in June of each year.

General meetings shall be called by the chair, or by the vice chair in the absence of the chair, or by the secretary in the absence of both the chair and vice chair.

The advisory group shall consist of representatives from the following member units:

- Art Conservation
- Disaster Research Center

- Human Resources
- Information Technologies-User Services
- Occupational Health and Safety
- Procurement Services
- Public Safety
- Risk Management
- Supporting Services

These member units shall each appoint one representative to the advisory group, whose appointment shall be confirmed by the executive officers. The purpose of the advisory group is to provide a liaison among member units holding administrative custody for University collections and records and member units that do not hold this function, but provide services and resources required for the fulfillment of the mission of ERWG.

Working groups may be created to serve designated purposes. These groups shall be of two types: standing and ad hoc.

Appointments to standing working groups are for terms of two years and are made by the executive officers or the respective chairs of those working groups. Standing working groups are permanent unless discharged by the executive officers or by simple majority vote of member units during any given general meeting.

Ad hoc working groups may be created by the executive officers or by simple majority vote of member units during any given general meeting. Appointments to ad hoc working groups are for the entire time required by that group to serve its designated purpose. These appointments are made by the executive officers or the respective chairs of those working groups. Ad hoc working groups are discharged by the executive officers or by simple majority vote of member units during any given general meeting.

All working groups shall provide reports of their activities at each general meeting.

ARTICLE V: MEETINGS

General meetings of ERWG shall be held bimonthly at times and places to be determined by the ERWG chair. Arrangements for these meetings shall be the responsibility of the ERWG chair. The quorum of ERWG member units needed to conduct business shall consist of representatives from at least eleven member units, including at least one executive officer. Minutes of general meetings shall be recorded by the secretary and retained by that officer during his or her time of service, then transferred to University Archives and Records Management for permanent retention. The chair may delegate interim business responsibilities as appropriate, with results reported at the next general meeting or thereafter as necessary.

The advisory group shall meet semiannually at times and places to be determined by its chair. No less than two executive officers shall attend each meeting of the advisory group.

Meetings of the standing working groups shall be held at places and times and with frequency to be determined by their respective chairs in consultation with the executive officers. It is expected that standing working groups meet at least once per quarter.

Meetings of ad hoc working groups shall be held at places and times and with frequency to be determined by their respective chairs in consultation with the executive officers.

ARTICLE VI: AMENDMENTS

This constitution may be amended by simple majority vote of member units during any given general meeting. Written notice of intent to amend must be received by all member units at least two weeks prior to the general meeting in which the vote will be held.

AMENDMENT I: ADVISORY GROUP

The advisory group shall be reformed as an ad hoc working group. The advisory group shall consist of representatives from the member units as described within article IV of the ERWG constitution. In addition to the aforesaid membership, the advisory group shall include the executive officers of ERWG. The chair of ERWG shall serve as the chair of the advisory group. In addition to the purpose outlined within article IV, the role of the advisory group is to address issues and concerns that affect multiple units and/or collections and that may require commitment of resources and personnel by those member units represented by the advisory group.

AMENDMENT II: TERMS OF OFFICERS

The terms for all executive officers shall be extended by one year for a total of three years. Elections shall not be held on alternating years, but shall be held concurrently at intervals of three years. This amendment is retroactive to the date of ratification of the ERWG constitution.