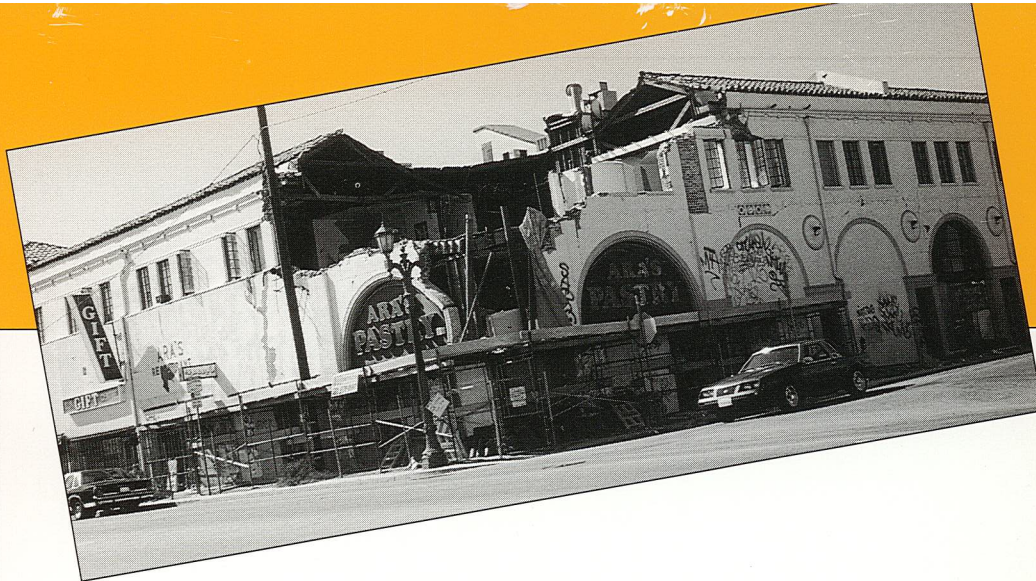




20 Tools

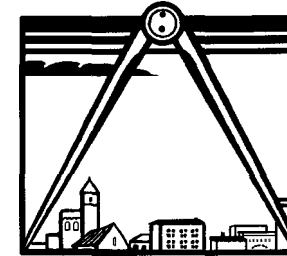
THAT PROTECT
HISTORIC RESOURCES
AFTER AN EARTHQUAKE

Lessons learned from the Northridge earthquake



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California Earthquake Relief Grant



20 Tools

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Lessons learned from the Northridge earthquake

Jeffrey Eichenfield

CALIFORNIA PRESERVATION FOUNDATION

Acknowledgments

THE AUTHOR WISHES TO EXTEND SINCERE GRATITUDE to the individuals and organizations who gave valuable information and guidance to this project.

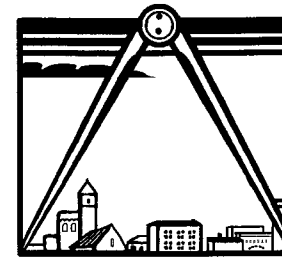
The local community leaders who helped organize site visits and interviews: Roy Payne with the City of Fillmore, Pam O'Connor with the City of Santa Monica; and Christy McAvoy with Historic Resources Group in Hollywood.

The local community members interviewed for this project: Patrick Askren, Jack DeJong, Roy Payne, Tony Perez, and Shirley Spitler with the City of Fillmore; Fillmore business owners Kathy Briggs, Maria Gonzalez, Mr. and Mrs. Bob Harmonson, Chapman Morris, Jessie Segovia, and Shirley Wright; the Fillmore Historical Society; Mitch Stone with San Buenaventura Research Associates in Santa Paula; Nancy Bocuvich, Lois Calatrello, and Sandra Sanders with the County of Ventura; the Community Redevelopment Agency of the City of Los Angeles; property owner Mark Finfer in Hollywood; Christina Duncan with the Hollywood Community Housing Corporation; David Fleischman, Bob Moncrief and Armida Chaparra with the Los Angeles Housing Department; Tom Michali and Barry Milofsky of M2A Architects in Hollywood; Karen Oishi at the El Capitan Theater in Hollywood; Jay Oren with the City of Los Angeles Cultural Affairs Department; Greg Williams at Hollywood Heritage; Ken Breisch, Keith Breskin, Suzanne Frick, Ken Genser, Jeffrey Mathieu, and Amanda Schachter with the City of Santa Monica; David Cameron, historian in Santa Monica; property owners David and Lauren Greene in Santa Monica; preservationist David Paley in Santa Monica; Laurel Schmidt, Principal of the Franklin School in Santa Monica; and Valerie Nagel and Michael Minaldo with the State Office of Emergency Services.

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Jeff Eichenfield
Executive Director
California Preservation Foundation



Introduction:

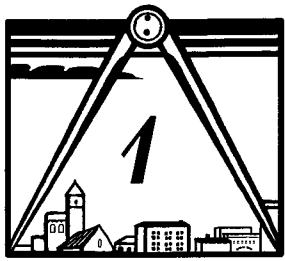
The preservation movement mobilizes

SINCE THE 1989 LOMA PRIETA EARTHQUAKE, the California Preservation Foundation (CPF) has worked to educate community leaders, property owners, and historic preservationists about protecting the state's historic resources from natural disasters. Most of these efforts have been in the area of earthquake preparedness and response. Of course, the absolute best way to protect historic resources from natural disasters is by advance planning. Post-disaster successes, however, have been and can be impressive when preservationists become part of the formal disaster response process.

Because preservationists were prepared, efforts to save damaged historic resources in the wake of the 1994 Northridge earthquake were far more successful than those following the 1989 Loma Prieta and the 1992 Cape Mendocino (Ferndale) earthquakes. State and federal disaster response agencies organized more quickly, and the State Office of Historic Preservation had an official role through a formal agreement with the State Office of Emergency Services (OES) and the Federal Emergency Management Agency (FEMA). The historic preservation community, especially local preservation advocates in the Los Angeles area, CPF, the National Trust, and preservation architects and engineers had developed a sound understanding of the disaster recovery process and had grown skillful at providing immediate, knowledgeable assistance to affected areas.

The challenges, however, are still significant, especially in locations that do not have the historic preservation resources of major metropolitan areas such as the Los Angeles basin or the Bay Area. During the crisis management phase that follows an earthquake, the preservation of historic resources is not the highest priority for local, state, and federal relief agencies. Lives need to be saved, utilities re-established, and roadways re-opened. Many homeowners want to repair their houses and move back in as soon as possible with minimal interference and cost. Owners of other historic buildings may focus on what they perceive to be the greater development potential of vacant lots and seize the opportunity to have their buildings demolished quickly, sometimes at public expense. There is a great deal of economic disruption, and most businesses want minimal interference in their efforts to re-open. Insensitive remodeling or demolition may be encouraged by factors such as the emergency suspension of local design review procedures, building officials who are inexperienced in the care of historic buildings, cities that are worried about liability issues, uninformed contractors giving poor advice, a lack of repair funds, and financial uncertainty. Citizens who normally act as civic watchdogs may be consumed with their own personal crises.

In its work on disaster response since 1989, CPF has participated in dozens of site visits to earthquake-damaged areas. Our staff, our board members, and our strong network of preservation architects, engineers, building officials, and planners have given hours of technical assistance to innumerable property owners, city officials, and con-



Be prepared: plan for recovery now

WHILE THIS BOOKLET FOCUSES primarily on the steps to take after an earthquake, it is important to recognize that advance planning creates the best possible climate for post-disaster success. After the Northridge quake, even those Los Angeles preservationists who had taken part in the recovery efforts following the 1989 Loma Prieta and 1992 Cape Mendocino earthquakes felt they were not as prepared as they needed to be. Before a disaster strikes, local non-profit preservation organizations need to build a strong membership base, political clout, and funding in order to build relationships and establish credibility with local government and disaster relief agencies. As one city official said, "During a disaster we'll go with who we know and trust, not strangers. If they are pro-demolition—so be it."

Many of the ordinary activities and programs of an historic preservation organization can also make post-disaster efforts easier. Regular walking tours and educational programs personalize the community's history for residents. Make an effort to reach the business community, city staff, and school children with these tours and programs to build a constituency for preservation. Educate tourism officials about the heritage tourism potential of your community. Inform the business community about the marketing value of revitalized historic commercial areas.

Working to create a political climate friendly to historic preservation is important at any time and becomes imperative after a disaster.

- **Work for the adoption of a comprehensive, balanced historic preservation ordinance** that provides a high degree of protection to historic resources in your community. The State Office of Historic Preservation's sample ordinance and others on file with California Preservation Foundation can be used as models. Apply to the State Office of Historic Preservation to have your historic preservation ordinance certified by the National Park Service. This makes your community eligible for grants to survey your historic resources.
- **Urge your Landmarks Commission to press actively for the landmarking of key properties.** Everybody may love a favorite building, but if the back wall falls into the street after an earthquake, pro-demolition forces may override public sentiment if there is no formal protection in place.
- **Help develop downtown plans, redevelopment plans, general plans, zoning regulations, and design guidelines with strong historic preservation policies.** The existence of a coordinated city vision will help head off endless debates about the future of historic properties and districts.
- **Retrofit buildings and develop local incentive programs to facilitate retrofitting.** Urge the enforcement of existing retrofitting ordinances and other haz-

ard abatement and property maintenance ordinances and building code requirements to ensure that buildings are properly maintained and able to withstand shaking. Develop local financial incentives and lobby for state funding and/or tax breaks for seismic retrofit.

- **Fight density and zoning battles now.** Your current zoning may allow for much higher densities than are currently built, but market and economic conditions may have prevented such a build-out. After a disaster, however, this higher density may be an incentive to demolish, at federal cost, smaller, older repairable buildings because your zoning gives owners the opportunity to build bigger. For buildings that cannot be saved, desired density will still be the question. Allowing a demolished one-story building to be replaced by a two-story building to make reconstruction financially feasible as was allowed in downtown Fillmore is one thing. Allowing five stories, large setbacks for parking in front, or mini-mall construction is another. Restrictive zoning can work in the preservationist's favor. In Santa Monica, the owners of a badly damaged historic apartment building changed their minds about demolition and new construction when they learned that current zoning would only allow them to rebuild eight of the building's 50 units.

In addition to creating a good political climate for preservation, it's important to develop a recovery plan for historic resources that can be integrated into your city's existing disaster recovery program and your local preservation organization's work plan.

- **Pass a preservation-friendly emergency ordinance** that restricts the demolition of historic properties and requires the shoring and stabilization of damaged historic buildings. Having local protections will help you avoid debates over the meaning and applicability of state and federal protections such as CEQA and Section 106 (discussed on pages 26 and 28).
- **Develop a disaster preparedness plan for downtown business districts** to help organize the business community to respond, identify physical hazards, and outline rebuilding strategies. Read *Preparing for Earthquakes—It's Your Business: A Model Earthquake Preparedness and Recovery Plan for Central Business Districts* available from the City of Alameda Community Development Department at 510/748-4500.

Your organization should be prepared to start post-disaster work immediately.

- **Survey your community's historic resources** and distribute the surveys to the people you will want to have them after an earthquake, i.e., building officials, elected officials, the city manager, fire and safety officials, the chamber of commerce. Keep surveys up to date.
- **Create formal links** between local preservationists, city landmarks boards, design review committees, planning commissions, building and safety boards, officials, and staff. Educating public officials about preservation during normal times prepares

them to consider the special needs of historic buildings in a crisis. After a disaster, the landmarks board may be left out of a streamlined decision-making process, and you may need strong allies on other boards and in other city departments. In developing new programs that control the design of earthquake repairs or construction, make every effort to coordinate the new requirements with those of existing programs.

- **Build relationships with the State Office of Historic Preservation and state and national preservation organizations** to make them more aware of your local landmarks. Attend preservation workshops and conferences offered by the Office of Historic Preservation, California Preservation Foundation, California Main Street Program, and the National Trust. Meet their leaders and put them on your mailing lists. Make sure they get to know your leaders.
- **Prepare “earthquake in a box” response kits to facilitate your own efforts to go out and inspect damage.** Include your local historic resources surveys, damage assessment forms (see Appendix A), educational materials and handouts, pens, a disposable camera, and a hard hat.

It is important to participate in community projects directly related to earthquake recovery.

- **Participate in disaster drills and modeling.** Encourage city officials to expand preparedness drills and modeling beyond emergency services to include preservation issues, planning issues, business community concerns, etc. Model what happens in different stages of disaster response—first hours, first days, first weeks. Include the public, the chamber of commerce, preservation organizations, and architects, not just city staff. Stage a mock discussion on the fate of a damaged historic building and use your knowledge of CEQA and Section 106 in the discussion.
- **Work with your local government to create stores of shoring materials; compile lists of professionals and materials suppliers.** Shoring and stabilization of damaged historic buildings usually require the immediate assistance of an engineer and a contractor trained in emergency shoring and stabilization procedures. It is often difficult or impossible to retain or mobilize trained personnel and building materials in the immediate aftermath of an earthquake, so plan ahead. Contact the California Building Officials Organization (CALBO) and CPF for information on training offerings and shoring and stabilization techniques.

Useful books for all of these efforts include History at Risk (California Preservation Foundation), Protecting the Past from Natural Disasters (National Trust for Historic Preservation), and Safeguarding Your Historic Site (FEMA) (See pages 39-40).



Recognize that your community's unique personality will strongly affect the degree to which historic preservation is incorporated into its disaster recovery efforts

EACH COMMUNITY HAS A PREDOMINANT PERSONALITY that has evolved over time under the influence of many factors. These factors include the beliefs and intentions of the original founders, the community's geographic location, its natural resources, the regional economy, important historical events, and the demographics of the people who have moved in and out. All of these forces have shaped your community's political processes and its attitudes towards business, growth, property rights, historic preservation, and even disaster recovery.

For example, a community with a history of activism and open discourse will offer a wider forum for preservation concerns after a disaster than a community with a more closed political process. A community that wants to limit growth, density, and traffic may be more willing to preserve existing buildings than a community seeking development. A community with an economically healthy downtown area is likely to be happy with that area and disinclined to press for demolitions, while a community with an economically depressed business district may want to gamble on the development potential of vacant lots. A community with strong property rights sentiments may not be receptive to adding preservation restrictions on damaged buildings, especially private homes. A community that is reluctant to accept state and federal government intervention may not take full advantage of offers of preservation assistance or government-sponsored incentive programs.

You need to recognize the presence of such factors in your community in order to

anticipate the challenges historic preservation will face. You will also need to explain your community's personality to outside allies. Then you and your allies must choose the resources, strategies, and appeals that will give you the most credibility with community leaders and achieve the best results for historic preservation.

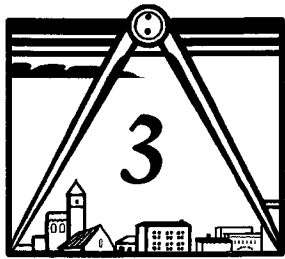
In a community with a relatively closed political process, for example, it may be necessary to work one-on-one behind the scenes with political leaders because there will not be multiple public meetings at which you can express your opinions. In a

A community with strong property rights sentiments may not be receptive to adding preservation restrictions on damaged buildings, especially private homes.

PHOTO: WAYNE DONALDSON



community that wants more development or that has an economically depressed downtown, you should be ready with statistics on how existing small businesses can be forced out by demolitions and the higher rents that often accompany new construction. You may also want to prepare economic data on the types of commercial space the market can support, what the impacts on traffic will be, and what the results have been in other earthquake-damaged communities like Coalinga, Santa Cruz, Fillmore, and Whittier where a significant number of demolitions occurred in the downtown area. In a community that is reluctant to accept state and federal government intervention, outside preservation organizations will have to spend time educating local officials and building up confidence in the value of outside assistance.



Give historic preservation an early, organized, and visible presence in the community

BECAUSE MANY OF THE DECISIONS ABOUT HOW TO MITIGATE earthquake damage are made within the first few hours after the disaster, historic preservation advocates must have an early, organized, and visible presence in the community. You will need to establish your credibility both as an entity that can provide advice and assistance and as an active constituent group that should be included in decision making.

Go out to survey the damage in teams. Bring a supply of damage assessment forms (Appendix A), a camera, and a hard hat. Offer your services to city officials responding to the disaster. You need to act as vocal advocates for historic resources and form partnerships to provide educational information, qualified assessment personnel, and financial assistance within the first few hours and days following the disaster.

- **Cross reference lists of damaged buildings with lists of your community's historic resources.** Obtain lists of buildings that have been red-tagged (posted as Unsafe for Entry) or yellow-tagged (posted as Limited Entry) from local building officials. Cross-referencing these lists with your own lists of historic resources will give you immediate information about the preservation issues and battles you may face.
- **Distribute educational information on building restoration and repair.** A list of disaster response publications produced by local, state and national preservation organizations (the National Trust for Historic Preservation, FEMA, National Institute for the Conservation of Cultural Property, CPE, and others) is included on page 39. Leaflet damaged historic properties with information about disaster assistance programs.
- **Recommend that property owners and city officials salvage all dislodged historic fabric and store it in the damaged building or resource.** This includes loose or fallen pieces of cornices, bricks, and decorative elements. Explain that saving these materials will retain the historic integrity of the property and make it easier for the property to qualify for preservation funding.

LESSON FROM HOLLYWOOD

- **Take part in meetings with elected officials, city staff, residents, merchants, relief agencies and other groups where the city's recovery efforts are being discussed.** Work cooperatively and share information through these meetings and through newspapers, existing newsletters, and special disaster response newsletters. Distribute educational information at these meetings and at other locations where disaster recovery information is being distributed.
- **Distribute the names and telephone numbers of qualified experts,** including engineers, architects and contractors who are familiar with historic buildings and the State Historical Building Code.

Immediately following the Northridge earthquake, Historic Resources Group, the Los Angeles Conservancy, Hollywood Heritage, the American Institute of Architects Historic Resources Committee, local architects, and volunteers formed a team that surveyed damaged historic buildings in Hollywood and provided advice and assistance to city officials and property owners.

One of their first actions was to obtain the city's official list of damaged buildings. They were able to do this because of their good relationship with city officials. They then cross-referenced these buildings with lists of properties that were on the National Register of Historic Places, the State Office of Historic Preservation inventory of historic resources, and with information and surveys they had collected on local historic resources. The cross-referencing took some time because the information was not organized in one place or on readily accessible databases. The group concurrently sent teams into neighborhoods and completed inspection forms on visibly damaged buildings that appeared to be historic.

Once they had collected data, they focused on the historic resources that had been declared unsafe for entry (red-tagged). They tried to identify property owners and give them information on how to shore and stabilize buildings and on removing materials that presented a threat to public safety. They made sure the owners had an architect, engineer or contractor qualified in historic buildings. They compiled and updated lists of experienced design professionals.

In retrospect, these community preservationists feel they should have gotten started much sooner. Nevertheless, the results of their organized presence were impressive. Buildings were saved. The few important buildings that were lost were not "midnight surprises," but situations they had been monitoring and working on to find solutions. They were successful in getting the Los Angeles Building Department to work with engineers experienced in historic preservation. Their calm and cohesive approach gave them credibility with disaster relief agencies and enabled them to take an important seat at the table.



Be able to explain why historic preservation should be a post-earthquake priority, and why historic resources should be saved

IT CAN BE A CHALLENGE TO ARGUE FOR THE IMPORTANCE of historic preservation when other immediate needs are so much in the forefront. You must be prepared to state your case in a clear, logical manner in times of disaster when resources are most scarce. Community leaders and relief agencies can usually be made to understand the importance of retaining and repairing the community's most important and notable historic resources. It can be more difficult, however, to convince them of the need to repair more vernacular historic resources in a sensitive manner, if at all.

Some Fillmore residents, for example, wondered why hundreds of thousands of government dollars should be spent to restore their earthquake-damaged historic movie theater when it could have been replaced with new construction that looked historic. Some residents of Hollywood had difficulty understanding why an early, middle class neighborhood of California bungalows was as much a priority as the monumental Art Deco movie palaces along Hollywood Boulevard.

Often, there are important reasons to save historic resources in addition to protecting our state and local history. A great number of residents and small businesses are put into the street when historic buildings are damaged. In Los Angeles after the Northridge earthquake, more than 19,400 housing units were vacated, 18,000 of which were located in multi-family buildings. In Santa Monica, more than 2,000 dwelling units and 135 non-residential structures were significantly damaged. Proceeding cautiously, preventing premature or speculative demolitions, and restoring buildings so that tenants can be quickly re-housed at a lower cost than demolition, reconstruction, or relocation is good public policy.

To support a strategy that encourages the repair and restoration of damaged buildings you will need to make a good case for the following three arguments.

People choose to live in older neighborhoods because these distinctive areas reflect community history. Losing the historic fabric of these areas makes them less desirable.

PHOTO: WAYNE DONALDSON.



*Understand and distribute information on how buildings are inspected and marked with red tags, yellow tags, and green tags**

IN 1989, THE STATE OF CALIFORNIA adopted a set of guidelines, entitled *The Post-Earthquake Safety Evaluation of Buildings*. Known as ATC-20, these guidelines were developed by the Applied Technology Council (ATC) with funding from the State Office of Emergency Services (OES) and FEMA. ATC-20 was first used in 1989 after the Loma Prieta earthquake. It outlines technical and administrative procedures for evaluating, posting, and documenting post-earthquake building damage. ATC-20 does not provide any special guidance for the inspection of historic properties.

ATC-20 sets out a three-tiered system for evaluating earthquake damaged buildings, beginning with a rapid external only or external and internal evaluation by building inspectors or other qualified professionals. The first inspections and evaluations of a building are key because they usually lay out the course of future actions. These rapid

1. The community will recover faster if damaged buildings are repaired than if they are demolished with the idea of building new replacement buildings. Demolition and reconstruction usually take longer than repair. There is usually more public opposition to new construction because it intrudes more on neighboring uses than repair. Funding will be needed for both demolition and for new construction. The higher rents that are necessary to pay for new construction may permanently displace existing tenants and make it difficult to attract new tenants.
2. There are incentives for the repair of damaged historic buildings that are not available for demolition and new construction. These include Historic Preservation Tax Credits, emergency funding programs for property repairs, and the State Historical Building Code.
3. A community's character and sense of place are formed by the whole of the community's buildings and development patterns, not just by individual, high-profile landmarks. People choose to live in older communities and neighborhoods, and business owners choose to locate in historic commercial districts, because these distinctive areas reflect community history. Losing the historic fabric of these areas makes them less desirable.

City officials, relief agencies, property owners, and the general public may also fail to understand why it is important to retain and repair original building materials like plaster, brick, and ornamental details rather than replacing or recreating them. Retaining original examples of these technologies is invaluable in letting us see and feel how our ancestors lived and appreciate the painstaking craftsmanship they used. Recreating a historic look with modern materials and methods does not serve the purpose.

*This chapter draws heavily on information contained in *The Post Earthquake Safety Evaluation and Damage Repair Assessment of Historic Buildings*. Roy Harthorn, Santa Barbara, CA 1994.



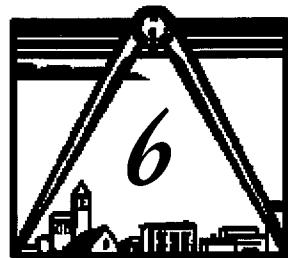
Red tags are intended only to indicate that a building is unsafe to occupy. Many times, however, they are misinterpreted as being a recommendation for demolition.

PHOTO: WAYNE DONALDSON

evaluations, however, are often made in a crisis atmosphere that demands far more than local building departments can handle with their own resources.

Through OES mutual aid programs and the California Building Officials Organization (CALBO), trained building inspectors are called in from other jurisdictions to help the affected communities. However, few inspectors have been trained in the performance characteristics of historic buildings. In most post-earthquake situations, variations in the experience of the staff and volunteers who perform the inspections combine with the emergency environment to create great inconsistencies in damage assessments and posting of the results. It would be very helpful if preservation engineers and architects certified as disaster service workers were brought in to do these inspections.

A lack of understanding among both the lay public and local officials about the meaning of the red, yellow and green tags posted on the buildings adds to the confusion. The tags are intended only to indicate whether or not a building is safe to occupy. Many times, however, a red "unsafe" posting has served as a kiss of death to a damaged historic building whose red tag was misinterpreted as a recommendation for demolition. OES has made efforts to reduce this problem by revising the red tag to include the parenthetical words "(THIS PLACARD IS NOT A DEMOLITION ORDER)." Confusion, however, still exists.



Promote the use of professionals qualified in historic preservation to inspect damage and make repairs

THE COMPLEX NATURE OF ASSESSING AND REPAIRING EARTHQUAKE damage requires specialized architects, engineers, consultants and contractors who

- have significant experience working with older buildings and materials
- know the latest techniques for dealing with complicated repair problems
- know the best ways to avoid damaging existing historic fabric
- understand how older buildings move, flex, and respond to earthquakes and can anticipate and discover unseen damage
- know how to keep a building eligible for local, state, and national inventories of historic places, historic tax credits, and other preservation incentive programs

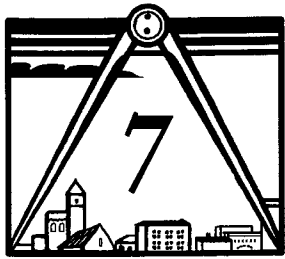
- understand the State Historical Building Code and the flexibility it provides
- can make referrals to other preservation architects, engineers and specialty contractors

All decisions regarding demolition, partial demolition, or repair methods that would result in a significant loss of historic fabric to a historical resource should receive a qualified second opinion. A knowledgeable assessment team consisting of a preservation generalist, a structural engineer and a preservation architect should be recruited. Section 5028 of the California Public Resources Code requires such a team to evaluate damaged historic resources before a decision to demolish can be executed (see Tool 14, page 27).

You can acquire lists of professionals who work in these fields from local, state, and regional preservation organizations, the National Trust for Historic Preservation, Western Regional Office in San Francisco at 415/956-0610, and the State Office of Historic Preservation in Sacramento at 916/653-6624.

In many cases, preservation professionals will volunteer to inspect damaged historic resources after an earthquake. Tell them about your community and its attitudes and idiosyncrasies before they arrive. Personally escort them as they travel about and meet with locals. Obtain permission from the local agency in charge of disaster recovery to assess the damage to historic structures or to give second opinions. These opinions should be given directly to building owners. Cost estimates are helpful.

In hiring, take care to select someone with the time and knowledge to do the job according to specifications and within budget. Interview and obtain written bids and ask references from several professionals. A good rule of thumb is to hire a professional who has successfully completed an Historic Preservation Tax Act project. Ask enough questions to understand the issues involved and options available for completing the work. (See Appendix B, *How to Find and Choose the Right Professionals for Your Job.*)



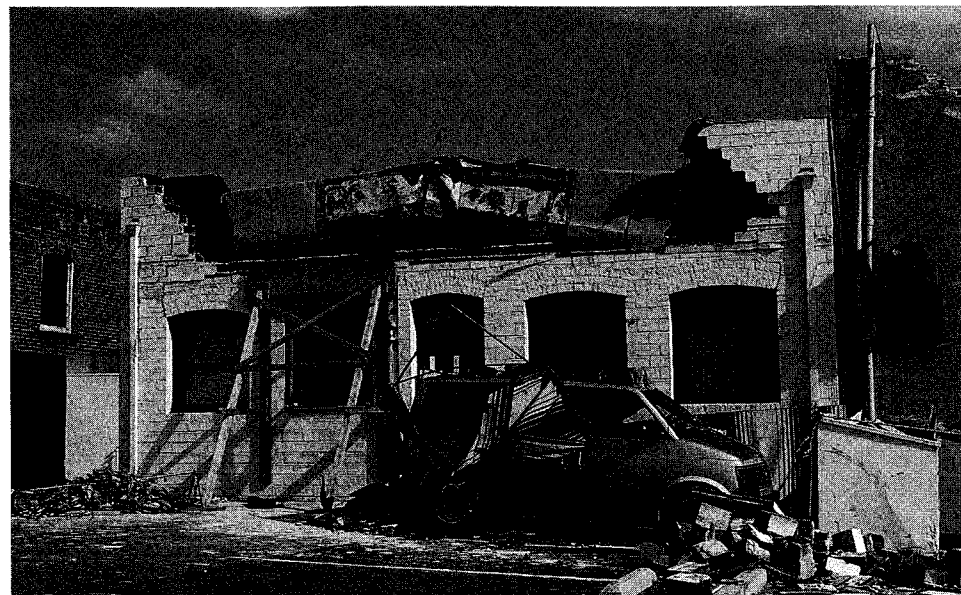
Promote the shoring and stabilization of damaged buildings*

IF AN HISTORIC BUILDING IS DAMAGED and presents a hazard to the public or neighboring buildings, emergency response officials and the building owners should immediately engage engineers to prescribe the shoring or stabilization of the building. Earthquake damaged buildings that remain unstabilized and unprotected are at great risk of suffering additional damage from aftershocks, vandalism, weather, and traffic vibrations. Stabilizing a building allows time to explore alternatives before a decision to demolish has to be made.

Shoring and stabilization require the immediate assistance of an engineer and a contractor and materials. You must be willing and able to help property owners secure this assistance.

FEMA will reimburse cities for the temporary shoring and stabilization of damaged buildings, and for any subsequent demolition that might be required.

In many cases, community leaders and property owners do not know about FEMA's policy. Others have not asked for stabilization funding, fearing liability or that FEMA would not also pay for subsequent demolition if it were required. Others have mistakenly thought that applications to FEMA for demolition had to be submitted within 30 days of the disaster, so cities rushed to demolish.



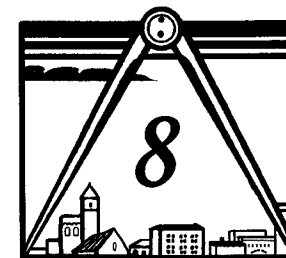
Stabilizing a building allows time to explore alternatives before a decision to demolish has to be made.

PHOTO: WAYNE DONALDSON

*This chapter draws heavily on information contained in *The Post Earthquake Safety Evaluation and Damage Repair Assessment of Historic Buildings*. Roy Harthorn, Santa Barbara, CA 1994.

LESSON FROM SANTA MONICA

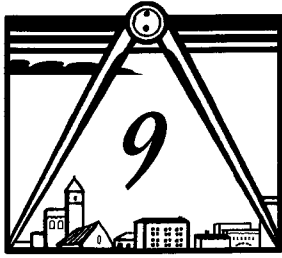
In Santa Monica, the earthquake-damaged Henshey's department store sustained additional damage because it was not stabilized while its fate was being debated. City officials were unclear on FEMA's policies, unsure about their own power to order shoring and stabilization, and hesitated to burden the owners with the expense. Instead of requiring the owners to shore the building, the city barricaded the streets around it and restricted access to the area in order to diminish the danger it presented to public safety. However, rain, aftershocks, and traffic vibration further weakened the building. This raised repair cost estimates and ultimately contributed to the determination that it was an imminent threat to public safety and had to be demolished.



Distribute lists of historic resources to local, state, and federal relief agencies

BECAUSE HISTORIC RESOURCES are eligible for local, state, and federal protection after a disaster, it is important to make sure that relief agencies at all levels of government receive a current list of your community's historic resources as soon after an earthquake as possible. Specifically target building officials and inspectors who are doing damage surveys.

If you have not already compiled a list of historic resources, they are generally available from city planning departments, local preservation organizations, and historical societies. The State Office of Historic Preservation in Sacramento has a computerized database of lists it has received from local communities. Include buildings listed on cultural resources surveys as well as formally designated districts and landmarks. As mentioned in Tool 3, cross-referencing these properties with local building officials' lists of damaged buildings helps you identify the historic resources that are in greatest danger.



Adopt preservation-sensitive disaster ordinances*

HISTORIC RESOURCES ARE PROTECTED from insensitive alteration or demolition in many communities by local historic preservation ordinances. Immediately after a disaster, however, these local ordinances are often supplanted by emergency ordinances, and normal public processes are replaced by more authoritarian management structures. Such measures are intended to facilitate the quick repair or demolition and reconstruction of damaged structures that are perceived to threaten public safety.

Emergency demolition ordinances are usually based on the State Office of Emergency Services' Model Ordinance for Post-Disaster Demolition. This model includes measures to protect damaged historic resources (see OES's *Earthquake Recovery: A Survival Manual for Local Government*, chapters 12 and 13). However, it is up to each community to add provisions that provide the maximum protection against the unnecessary loss of historic fabric or speculative demolitions. For example, the OES Model Ordinance contains a section that provides for bracing or shoring historic buildings "whenever possible, within reasonable limits as determined by the building official." Without well-defined standards, this ambiguity can leave the entire fate of a building to the decision of a single building official making a rapid post-earthquake survey. The OES Model also contains a section that, within a certain number of days after the disaster, permits the immediate demolition of a damaged historic building without a public hearing if bracing or shoring is determined not to be reasonable.

OES's *Survival Manual for Local Government* also contains a Model Ordinance for Post-Disaster Repair and Reconstruction (chapter 20). It



Historic Preservation Partners for Earthquake Response funded a study that provided alternative engineering and design guidelines that met current building codes for chimney repair and restoration.

PHOTO: WAYNE DONALDSON

*Portions of this chapter draw heavily on information contained in *The Post Earthquake Safety Evaluation and Damage Repair Assessment of Historic Buildings*. Roy Harthorn, Santa Barbara, CA 1994.

includes a section on Repair Criteria for Historic Buildings or Structures, but leaves it up to each community to determine what those repair criteria will be. It does, however, provide that the State Historical Building Code will prevail where conflicts exist between it and the local criteria.

Disaster repair and reconstruction ordinances should

- Protect buildings listed on historic resource surveys and inventories as well as formally designated landmarks
- Make it possible to have a building declared a landmark after it has been damaged in order to provide it with the additional protections or the financial and technical assistance available to landmark properties
- Require demolition applications to include proof that repair costs would be high enough to cause undue financial hardship
- Make the use of the State Historical Building Code mandatory for repairs and building code upgrade requirements and state that the State Historical Building Code will prevail where conflicts exist between it and local criteria
- Require all work to conform to local design guidelines and/or the Secretary of Interior's Standards for Rehabilitation (see Tool 11, page 23)
- Expedite the review process for minor repairs and preservation-sensitive repairs or reconstruction and require a lengthier review process for insensitive work, demolition, and new replacement construction
- Include representatives of landmarks boards on all project review panels
- Require second opinions by architects or structural engineers qualified in historic preservation when demolition or major alteration is requested
- Exercise caution when requiring damaged buildings to be strengthened or brought up to current code requirements. For example, the repair criteria for unreinforced masonry buildings in the OES Model Ordinance for Post-disaster Repair and Reconstruction state that damaged unreinforced masonry buildings "shall be repaired and strengthened to fully comply with the Uniform Code for Building Conservation." This can be very expensive for old buildings. When added to the cost of earthquake repairs, these extra costs can encourage the demolition of moderately or minimally damaged buildings. A disaster recovery code that promotes quick recovery will recognize the useful life still remaining in damaged buildings and permits them to be reclaimed with minimum or no upgrading, providing genuine hazards are mitigated.

LESSONS FROM SANTA MONICA AND LOS ANGELES

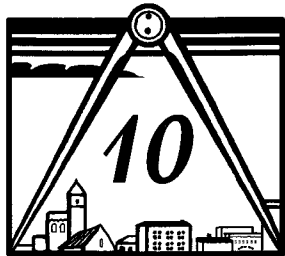
In Santa Monica, more than 2,000 dwelling units and 135 non-residential structures were significantly damaged in the 1994 quake. Within a week, preservationists and planners had prepared, and the City Council had adopted, emergency procedures to facilitate the repair of earthquake-damaged structures. Santa Monica modeled its emergency ordinance after those of other cities, including the one Los Gatos passed in 1989, and included provisions from the State OES model ordinance. By expediting preservation-sensitive

repair, and by including demolition protections and additional design review for historic structures, the ordinance served as a disincentive to those who might want to demolish their older buildings and build new structures.

The ordinance did not require the use of design guidelines such as the Secretary of Interior's Standards for Historic Rehabilitation since the city had offered few formal design guidelines before the earthquake and there was no political support for formally adopting additional regulations during the recovery period. However, the City's Architectural Review Board did use the Secretary of Interior's Standards as a guideline.

In Los Angeles, extensive damage to chimneys led the City of Los Angeles to adopt an emergency ordinance that required homeowners to replace historic unreinforced masonry chimneys with either lightweight metal flues finished with stucco or brick veneer, or masonry construction and footings that were financially and structurally impractical. The city's policy also limited the re-use of salvaged brick and other masonry materials to minor chimney repairs.

In an effort to offer design alternatives appropriate for historic homes. The Los Angeles Building and Safety Department was included in process of developing the guidelines and, while they could not change the building code, they agreed to use the guidelines to review applications for variances for historic buildings on a case-by-case basis. A copy of the study, *Earthquake-Damaged Historic Chimneys: A Guide to the Rehabilitation and Reconstruction of Chimneys*, can be obtained from the National Trust for Historic Preservation, Western Regional Office in San Francisco at 415/956-0610.



Distribute information on the National Register of Historic Places

FOLLOWING EARTHQUAKES and other natural disasters, federal assistance programs for historic properties have been available only to properties that were listed in the National Register of Historic Places and to those that had been determined to be eligible for listing. The National Register is the nation's official listing of districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture. It is maintained by the National Park Service, U.S. Department of Interior.

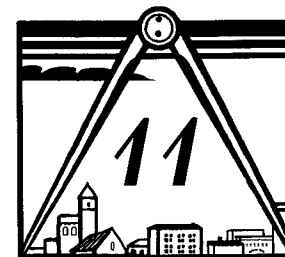
Properties can be listed on the National Register through application to the State Office of Historic Preservation and the National Park Service. Properties that are qualified for listing, but that are not officially listed, are referred to as being "eligible for listing." A property may have been determined to be "eligible" by state or federal

officials at some time in the past, or by state officials who are conducting damage surveys after a recent disaster.

To be eligible for the National Register, a property generally must be more than 50 years old, have its historic integrity intact, and meet at least one of four broad criteria. Three of the criteria relate directly to buildings; the fourth is relevant primarily to archaeological sites. The three criteria pertaining to buildings are:

- Association with significant events and patterns of history,
- Association with individuals who played a transcendent role in local, state, or national history, and
- Architectural significance. In some cases, a building is judged important because it was designed or built by a master builder or architect whose work influenced design trends. A building can also qualify under this criterion if it is an outstanding example of a particular architectural style or method of construction.

Distribute information on the National Register to property owners and city officials who are making decisions about the disposition of damaged historic properties. This will enable them to decide whether or not to pursue nominations to the Register or formal declarations of eligibility. This information will also help them to understand their responsibility to provide adequate safeguards when properties have already been listed or determined to be eligible for the Register.



Distribute information on the Secretary of Interior's Standards for the Treatment of Historic Properties

THE SECRETARY OF THE INTERIOR'S Standards for the Treatment of Historic Properties are actually four sets of professional standards and advice intended to be applied to a wide variety of resource types, including buildings, sites, structures, objects, and districts. The four sets of Standards include those for the **preservation, rehabilitation, restoration, and reconstruction** of historic properties.

Following earthquakes and other disasters, assistance programs for damaged historic properties usually require that repairs comply with the Secretary of the Interior's Standards for the Rehabilitation of Historic Properties (see next page). Certain local, state and federal laws protecting historic properties (including the process of reviewing FEMA-funded projects that affect historic properties) also require that the Standards be followed. Therefore, you should give information on the Standards to property owners and local officials when you are distributing information on the assistance programs or laws that require their use.

THE SECRETARY OF THE INTERIOR'S STANDARDS FOR
THE REHABILITATION OF HISTORIC PROPERTIES

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
 2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
 3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
 4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
 5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.
 6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
 7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
 8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be taken.
 9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
 10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.
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Distribute information on the State Historical Building Code and its use after a disaster

IN 1975 THE STATE LEGISLATURE established the State Historical Building Code (SHBC). Originally an advisory code, it became mandatory throughout California in July, 1985.

The SHBC is intended to protect California's heritage by recognizing the unique problems inherent in keeping historic resources viable. It requires case-by-case evaluation to provide reasonable alternatives when dealing with these problems, while at the same time recognizing the need for safety, accessibility, and cost effectiveness. The SHBC is administered by the State Historical Building Safety Board (SHBSB).

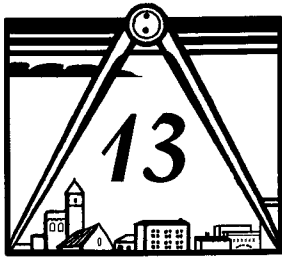
At a property owner's request, local building officials must allow the SHBC to be applied to the rehabilitation of a historic property listed on the National Register of Historic Places and the California Register of Historical Resources, as well as those that appear on locally adopted landmarks lists or historic property inventories.

Engineers and building inspectors are generally trained in the principles of recent conventional construction. Without knowledge of alternate standards, many will conservatively apply the standards used for the design of new construction to that of earthquake-damaged historic buildings. This results in unduly harsh, and expensive, engineering assessments and repair scenarios for damaged historic buildings.

The SHBC should be applied to all post-disaster repairs of historic resources, but the Northridge experience has shown that local building officials are often unaware of its mandatory nature, are confused by the Code, or choose not to use it. Following Northridge, most disaster relief officials and property owners were also unaware of the role the SHBSB plays in advising property owners in the use of the Code and in reviewing property owners' appeals of decisions made by local building officials about the use of the Code. While some city officials are afraid they will be liable for injuries resulting from enforcement or use of the Code, the Legislative Counsel of California has determined they are not liable.

For these reasons, you need to understand the Code fully and be prepared to distribute educational materials on its use following a disaster.

Contact the California Preservation Foundation at 510/763-0972 for a copy of its publication How to Use the State Historical Building Code, and the SHBSB at 916/445-7627 for copies of the Code, for additional information, and for consultation.



Distribute information on the California Environmental Quality Act (CEQA) and its protections for historic resources*

THE ACTIONS THAT LOCAL OFFICIALS TAKE regarding damaged historic properties are governed by the California Environmental Quality Act (CEQA). CEQA's protections for historic resources in post-disaster situations are often misunderstood. This may be compounded by the fact that CEQA also provides for emergency exemptions from the CEQA process following emergencies such as a natural disasters. For these reasons, it is imperative that you understand CEQA and distribute educational materials about this law and other state laws protecting historic resources.

CEQA PROTECTIONS. City officials routinely work with CEQA, a state law that is codified in California Public Resources Code sections 21000-21177. CEQA requires that state and local agencies perform an environmental impact report (EIR) on all "projects" that *may have* a significant effect on the environment. CEQA recognizes that a "project" that may cause a substantial adverse change in the significance of an "historical resource" is a "project" that may have a significant effect on the environment. Therefore, CEQA requires environmental review on any "project" that may have a significant effect on an historic resource; this would include a "project" that involves the demolition or substantial modification of an earthquake-damaged historic structure.

WHAT IS MEANT BY A "PROJECT" UNDER CEQA? The definition of a "project" is an important element of CEQA review. A project is an action which, as a whole, has the potential for resulting in a physical change to the environment and which is an activity directly undertaken by government (rerouting a street, for example), or which requires a permit or other approval from government (zoning approvals, demolitions permits, etc.). However, in order for CEQA to apply to the project, the government activity or approval must involve a "discretionary" action by the public agency. That is, the action must require "the exercise of **judgment or deliberation** when the public agency or body decides to approve or disapprove a particular activity. This is distinguished from situations where the public agency or body merely has to determine whether there has been conformity with applicable statutes, ordinances, or regulations." For example, where a local historic preservation ordinance requires a review body to hear evidence and make a judgement about whether or not to allow the demolition of an historic resource, the demolition would be defined as a discretionary project and be subject to CEQA review. Where no ordinance or review body existed and the historic resources could be demolished merely by paying for a demolition permit, the demolition would not be discretionary and, therefore, not subject to CEQA.

WHAT IS AN "HISTORICAL RESOURCE" UNDER CEQA? CEQA broadly defines an historic resource as a property which has "historic or cultural significance to a com-

*This chapter draws heavily on information contained in *A Preservationist's Guide to CEQA (and other interesting laws)*. California Preservation Foundation, Oakland, CA 1993.

munity or ethnic or social group." Certain properties are by definition historic resources, including those that are listed in, or determined to be eligible for listing in, the California Register of Historical Resources. The California Register automatically includes structures formally determined eligible for, or listed in, the National Register of Historic Places, as well as certain State Landmarks. Historic resources included in a local inventory or deemed significant in accordance with provisions of the California Public Resources Code are presumed to be historically or culturally significant for CEQA purposes. **The fact that a resource is not already identified as such does not preclude a lead agency from determining whether the resource may be an historical resource and thereby subject to CEQA protections.**

EMERGENCY EXEMPTIONS FROM CEQA. CEQA defines "emergency" in Public Resources Code Section 21060.3 as "a sudden, unexpected occurrence, involving a clear and imminent danger, demanding immediate action to prevent or mitigate loss of, or damage to life, health, property or essential public services."

Recent case law (*Castaic Lake Water Agency v. City of Santa Clarita*) has upheld that this emergency exception is extremely narrow. An emergency exemption can only logically apply when the need for immediate action precludes taking the time to conduct a CEQA review. This would mean, for example, that the proposed demolition of a damaged historic resource several weeks or months after an emergency occurs would not be exempt from CEQA unless it could be proven that the building's condition constituted a new "emergency."

Executive Order W-26-92 further protects historic resources from emergency CEQA exemptions. Signed by Governor Wilson in 1992, it states that the emergency condition shall not exempt from CEQA review projects to alter significant historic resources, except to the extent that the condition of the historic resources itself poses an emergency.



Distribute information on Public Resources Code Section 5028 and its protections for historic resources

PUBLIC RESOURCES CODE SECTION 5028 provides another important post-disaster safeguard for historic properties. Enacted following the Loma Prieta Earthquake, it applies to structures listed on the National Register of Historic Places, the California Register of Historical Resources, or local historic registers. It specifically states that if these structures are damaged by an earthquake or other natural disaster, they may not be demolished, destroyed, or significantly altered unless the structure presents an "imminent threat of harm" to public safety, or its demolition or alteration has been approved by the State Office of Historic Preservation.

WHAT IS MEANT BY "IMMINENT THREAT OF HARM TO PUBLIC SAFETY?" Some of the greatest preservation battles following earthquakes have surrounded the issue of what Section 5028 means by "imminent threat of harm to public safety." Some of these battles have had to be decided in the courts. No definition has been codified or agreed upon by OES, FEMA, the State Office of Historic Preservation, or the State

Historical Building Safety Board. As a result, both local officials and the courts have applied the term broadly, even in cases where a damaged building's condition was only a threat to the building itself or caused an inconvenient closing of the public right-of-way. Local officials have also applied the "imminent threat" label many months after the seismic event, causing arguments over whether "emergency conditions" still existed or whether the threat was truly "imminent." At the time of this writing, the State Historical Building Safety Board was working with OES and building officials to codify a definition. Until some agreement is reached, the ultimate decision may continue to rest with the courts.



*Distribute information on Section 106 of the National Historic Preservation Act and its protections for historic resources**

SECTION 106 OF THE 1966 National Historic Preservation Act requires that every Federal agency "take into account" how each of its undertakings could affect historic properties. The Federal review process that was developed to comply with this requirement is called a "Section 106 review." This review process is administered by the Advisory Council on Historic Preservation, an independent federal agency. Section 106 review is required for a broad range of federal activities including construction, rehabilitation and repair projects, demolition, licenses, permits, loans, loan guarantees, and grants. This includes both disaster- and non-disaster-related activities and projects where federal funds are passed through state and local agencies.

Many public agencies in California are well-versed in Section 106 and its use after disasters. However, the law and the process it requires can be misunderstood. This can cause frustration and tension at a time when everybody is trying to work together to facilitate damage repairs and disaster recovery. For this reason, it is imperative to understand Section 106, be able to explain its application, and distribute educational materials about this law.

HOW DOES SECTION 106 WORK? Following a disaster, FEMA projects, such as providing funding through the State Office of Emergency Services for the repair of a damaged City Hall, a public university building, or other publicly owned historic resources, will require a Section 106 review. Housing and Urban Development grants for the repair of multi-family housing units are another common post-disaster project subject to 106 review. Whenever one of these federal activities affects a historic property, the federal agency involved is obligated to seek comments from the Advisory Council. The agency is also required to consult with the State Office of Historic Preservation Office in Sacramento to identify historic resources that may be affected and assess those effects, if any.

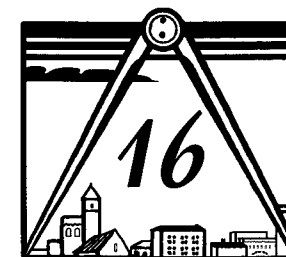
*This chapter draws heavily on information contained in *A Five-Minute Look at Section 106 Review*. Advisory Council on Historic Preservation, Washington, D.C., 1989.

Local governments, property owners, and other interested parties (such as local preservation organizations) may also be part of the Section 106 review process. For purposes of Section 106, any property listed in or eligible for listing in the National Register of Historic Places is considered historic. **It is important to note that the protections of Section 106 may extend to properties that possess significance but have not yet been listed or formally determined eligible for listing.**

Many projects have no impact on historic resources, or have an easily mitigated impact. However, the Section 106 review process can become quite lengthy (weeks or months) if there are serious differences of opinion among the interested parties regarding the types of impacts, the costs of repairs, whether the project complies with the Secretary of Interior's Standards for the Rehabilitation of Historic Properties, and the level of rehabilitation that should be paid for. Complying with the Secretary of Interior's Standards for the Rehabilitation of Historic Properties will greatly facilitate a project's moving through the Section 106 process.

Following the Northridge earthquake, the State Office of Historic Preservation, the State Office of Emergency Services, the Federal Emergency Management Agency, and the Federal Advisory Council on Historic Preservation entered into a formal Programmatic Agreement to perform Section 106 reviews of FEMA- assisted projects. This agreement tailored procedures for this specific disaster. It resulted in a Section 106 process that took significantly less time than such reviews took after the Loma Prieta earthquake. It also encouraged more projects to meet the Secretary of Interior's Standards. Following any future disaster, contact the Office of Historic Preservation to determine if such an agreement will again be implemented.

Additional information on Section 106 can be found in *A Five Minute Look at Section 106 Review* and *Section 106, Step-by-Step*. Both are published by the Advisory Council on Historic Preservation (offices in Denver and Washington, D.C.) and available from the State Office of Historic Preservation in Sacramento (see page 40).



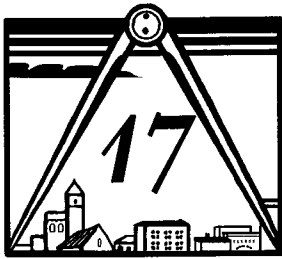
Seek expert guidance on administrative processes

AS THE PRECEDING SECTIONS SHOW, disaster recovery requires a specialized knowledge of government regulations, operating procedures, and programs. It is very important that you read about and understand the regulations and processes that affect your disaster recovery. However, the stress and strain of living in a disaster area can make learning complicated bureaucratic processes difficult. The help of experienced disaster recovery and historic preservation professionals and con-

sultants can be very valuable. Not only can consultants work with the relief agency personnel who deal with these issues every day, they may know more about these programs than many of the temporary staff members that FEMA and OES bring in to help during the recovery.

Consultants can be very helpful in the areas of Section 106 review, the FEMA/OES funding process, applying for Historic Tax Credits, and the use of the Secretary of Interior's Standards for Rehabilitation. They can also help in preparing financial feasibility analyses of building repair options, identifying and packaging financing options, crafting preservation and repair ordinances, and preparing recovery plans.

Local and regional preservation organizations, the California Preservation Foundation at 510/763-0972, the National Trust for Historic Preservation's Western Regional Office in San Francisco at 415/956-0610, and State Office of Historic Preservation in Sacramento at 916/653-6624 should be able to provide the names of professionals qualified in all of these areas. As we've noted before, it's important to interview and obtain bids from several qualified professionals, check references, and make sure you understand the issues involved and the options available (see Appendix B).



Provide information on financial incentives

It is unwise and ineffective to rely solely on historic preservation laws and policies to convince property owners and local governments to protect historic resources after a disaster. You risk being viewed as being insensitive to victims' needs, and you could end up in a court battle. Providing sound reasons for protecting historic resources is helpful, but as one local put it after the Northridge earthquake, "People don't just want advice, they want money."

Most people know that post-disaster financial aid is available through the Federal Emergency Management Agency (FEMA), and the Small Business Administration (SBA). However, they may not realize how much competition there will be for these limited funds after a disaster, and they should keep in mind that these agencies' primary mission is not the preservation of historic resources. After Northridge, FEMA assistance to individuals included small grants for temporary housing, for minor home repairs, and immediate disaster-related personal needs. FEMA grants to state and local governments included funds for clearing debris, shoring and stabilization, and repair or rebuilding of roads, bridges, and other public facilities. SBA funds were also limited and disbursed in the form of low interest loans to qualified applicants. Clearly, other sources of public and private financial assistance is necessary to protect historic resources adequately.

To help those who need it increase their access to the financial assistance available to historic resources following a disaster

- **Distribute information on The Historic Preservation Tax Credit and other available tax relief.** The Historic Preservation Tax Credit is a 20 percent tax credit for the substantial rehabilitation of historic buildings used for commercial, industrial and rental residential purposes. It is available for any qualified project that the Secretary of the Interior designates a "certified rehabilitation" of a "certified historic structure." Certification requests can be made through the State Office of Historic Preservation in Sacramento. Under the provisions of the Internal Revenue Code, a certified historic structure is any building that is listed individually in the National Register of Historic Places or located in a registered historic district and certified as being of historic significance to the district. The rehabilitation costs must exceed the greater of the adjusted basis of the building (cost of the building without land) or \$5,000 within 24 months. There are strict restrictions for buildings occupied by public entities and non-profit organizations and other provisions that may make the tax credits unusable for certain property owners. A 10% tax credit is available for non-certified historic resources.

For additional information, obtain a copy of *Preservation Tax Incentives for Historic Buildings* published by the National Park Service and available from the State Office of Historic Preservation at 916/653-6624. In-depth information and case studies are contained in several publications published by CPF at 510/763-0972. These also include information on federal Low Income Housing Tax Credits, which are often used together with the Historic Preservation Tax Credits, and the Mills Act, which provides property tax relief to historic structures in California communities that have adopted an implementing ordinance.

- **Contact regional, state, and national preservation organizations.** After the Northridge earthquake, CPF, the California Office of Historic Preservation, the Los Angeles Conservancy, the National Trust for Historic Preservation, and the Getty joined together to obtain a \$10 million federal grant from the National Park Service. These funds were distributed as 83 technical assistance grants and 57 construction grants to owners of historic resources. The grants ranged from \$10,000 to \$500,000.
- **Contact your county officials.** Following Northridge, Ventura County worked with the U.S. Department of Commerce Economic Development Administration (EDA) to offer a revolving loan program for businesses. The Ventura County Financial Restructuring Assistance Program provided ten-year loans at six percent interest to pay for working capital and physical damage repairs.
- **Contact state and federal legislators.** Lobby for the allocation of federal funds from the Department of Housing and Urban Development (HUD), the Economic Development Administration (EDA), the Small Business Administration (SBA), and other agencies. In Santa Monica, emergency appropriations to federal programs allowed the city to develop a full menu of assistance programs, including \$33 million in HUD money for housing, and \$3.1 million in EDA funds for projects to stimulate the economy. Remember, however, that these and other funds often come with stipulations and conditions that can be time-consuming and costly. HUD funds, for example, require asbestos and lead abatement.
- **Contact your local city officials** and encourage them to develop special funding programs through city housing, community development, and redevelopment

departments. Santa Monica, for example, established a new redevelopment area that was facilitated by the state's relaxation of redevelopment requirements. The redevelopment area will provide \$1 million a year for the first five or six years of the 35-year program to retrofit parking structures, repair multi-family housing, and build replacement housing.

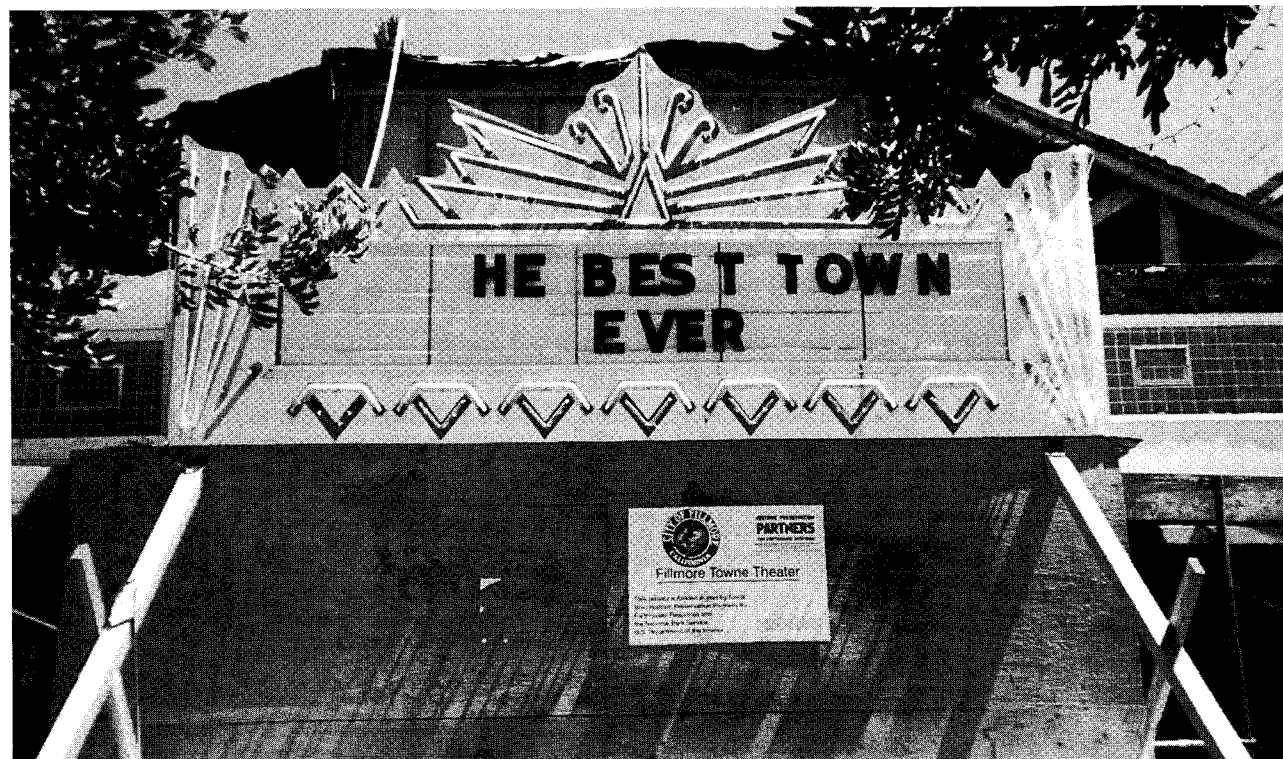
In Los Angeles, The Community Redevelopment Agency developed a HUD-funded commercial loan program to fill SBA loan shortfalls. As of this writing, the \$23 million Commercial Industrial Earthquake Recovery Loan Program had attracted more than 90 applicants for 25-year, no-interest loans of up to \$250,000. Loan payments were deferred until the 61st month. The Los Angeles Housing Department (LAHD) used a special \$321.7 million allocation from HUD to establish the Earthquake Emergency Loan Program designed to fill a significant gap in the SBA's ability to make loans to apartment buildings. By the close of 1995, 11,299 units representing a loan value of \$232 million had been funded by the LAHD.

The LAHD also developed a "Ghost Town Team" to aggressively persuade owners, lenders, and investors to refinance and immediately rebuild more than 7,500 damaged and vacant housing units in 17 neighborhoods.

In Fillmore, citizens rallied to persuade the redevelopment agency to buy and restore the damaged downtown Towne Theater. The Agency received approximately \$500,000 in funding from the Historic Preservation Partners program (National Park Service funding). More than \$15,000 was raised through the labors of Save the Theater, a local group that held a Celebrity Auction which attracted film stars like Kirk Douglas. "Save the Theater" also raised funds by selling nameplates to be attached to theater seats.

The Towne Theater in Fillmore.

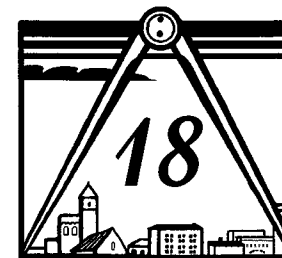
PHOTO: JEFFREY EICHENFIELD



- **Collaborate with non-profit housing developers and local housing agencies.** The Northridge earthquake caused immense damage to affordable housing units. In Santa Monica, more than 2,000 dwelling units were significantly damaged. In Los Angeles, approximately 65,000 units sustained major damage. More than 19,400 housing units were vacated, 18,000 of which were located in multi-family buildings.

Non-profit housing developers and local housing agencies have found that preserving historic structures helps them build community support. Rehabilitation is less disruptive than demolition and new construction, and neighbors view the restored historic structure as an asset. These agencies are often experienced in securing government funding to rehabilitate older buildings for low-and moderate-income housing. Many have used the historic preservation tax credits and affordable housing tax credits to make their projects feasible.

- **Appoint or hire a centralized grants and loans person within City Hall** to collect and disseminate all financial assistance information in a one-stop shop. Publish a regular newsletter on financial assistance and distribute it widely. The Disaster Assistance Centers (DACs) set up by FEMA and the State OES are one-stop shops where many relief agencies are represented, but they are organized by agency, and victims must travel from table to table to gather information. This can be very confusing, especially if a victim needs to combine several different agency's loans or grant programs on a single project. In addition, not all agencies offering financial assistance are represented in the DAC or are able to provide full-time staffing of the DAC.
- **Make sure that assistance programs are available to mixed-use buildings,** not just residential-only or commercial-only buildings. Some programs developed after Northridge were exclusive to one type of property and owners of historic mixed-use properties were unable to get the same types of help.



Help simplify the repair process for property owners

AFTER A DAMAGING EARTHQUAKE, property owners must assimilate a large amount of new and highly technical information while they are under great stress. It is easy for them to become confused or forgetful. In addition, owners and residents may be inexperienced in working with architects and engineers, obtaining loans, and understanding government requirements. It can be a great service to offer information and moral support while working with property owners to facilitate the repair process.

Here are a few tips.

- **When offering any kind of advice or instruction, be very clear, go slowly, write it down, and remind the property owner later.**
- **Organize a team approach to deal with key buildings.** Damage to a key historic building will attract the attention and possible participation by a host of entities,

including the local city government, FEMA, OES, the State Office of Historic Preservation, the State Historical Building Safety Board, preservationists (local, state, and national), and other agencies or non-profit organizations that offer help. Instead of letting each of these agencies work with the property owner individually, make a formal arrangement to coordinate their assistance.

- **Advise owners to beware of low initial bids.** Low bids often fail to include the costs of repairing additional damage discovered after the building is opened up and work begins. There are instances in Los Angeles where initial estimates doubled and tripled after contractors began work and discovered damage that was not visible from the exterior.
- **Help property owners keep track of and coordinate the many design and building code-related requirements of all the different programs that will regulate the rehabilitation project.** These may include
 - local seismic retrofit laws
 - the requirements of various financing programs
 - the Americans with Disabilities Act
 - lead paint and asbestos removal laws
 - historic tax credits
 - Section 106
 - CEQA
 - local design guidelines
 - local preservation ordinances
 - local redevelopment plans
 - building codes
 - State Historical Building Code



Help historic business districts recover

HISTORIC BUSINESS DISTRICTS ARE OFTEN HARD HIT by a major earthquake. While these districts contain many of the most significant historic resources of a town, they also often contain a large number of poorly maintained or unretrofitted buildings that are susceptible to damage. Many of these buildings are underutilized, and their business and property owners may not have adequate cash reserves to maintain insurance, or make necessary repairs. As a result, after a major earthquake many businesses will be closed and lose all income for weeks or months as debris is cleared, streets are closed, and funds are sought to repair damage.



Downtown Fillmore
PHOTO: WAYNE DONALDSON

In Santa Monica, two major hotels and one-third of the Auto Row district were closed for three to four weeks, as were two major downtown parking structures. Twenty percent of the merchants on the Third Street Promenade were closed for a week.

Because the future of the commercial buildings in historic areas depends on their economic viability, helping business recovery of these areas is part of the preservation process. After the Northridge earthquake, for example, the Historic Preservation Partners for Earthquake Response in Los Angeles funded the services of retail consultants who traveled to Fillmore to provide one-on-one business recovery assistance and advice on marketing and business plans and buying strategies. Another way to help businesses survive while their buildings are being repaired is to promote the new business locations through advertising, promotional events and large, professional looking signage. It is also important to be aware of the long-

term impacts that public safety measures can have on historic business districts. Quick demolitions can destroy inventories and records that business owners need to get reestablished or obtain loans. Using parking lots for long-term staging areas, tents, trailers, dumping, and storage may seem like a good idea in the short-term, but these uses could remain on these lots for several years, creating an unsightly appearance and depriving businesses of much-needed customer parking.

LESSONS FROM FILLMORE

Following the Northridge earthquake, the City of Fillmore developed a very creative and successful list of business recovery programs.

- *The city's redevelopment agency helped businesses make loan payments, funded facade improvements, and helped pay for reconstruction costs on certain projects.*
- *The city provided tents and trailers for displaced businesses. Service businesses located in trailers. Retailers set up mall-like arrangements in large tents and advertised together, set security rules, and coordinated hours. The city provided free rent for the first six months and paid for 24-hour security for the first year. (A similar program was offered in Santa Cruz and Watsonville following the Loma Prieta quake.) By the time all businesses were relocated, the tents and trailers had been in place more than two years.*
- *The city hired a business assistance coordinator to facilitate businesses' applications for SBA and FEMA funding. The position evolved into one of city liaison, counselor, motivator, and educator. The business assistance coordinator also helped downtown retailers form a merchants association and hold special events.*

For additional information on recovery for historic business districts, contact the California Main Street Program of the California Trade and Commerce Agency in Sacramento at 916/322-3536 and the National Main Street Center of the National Trust

for Historic Preservation in Washington, D.C. at 202/ 673-4219. You may also want to obtain a copy of **Preparing for Earthquakes—It’s Your Business: A Model Earthquake Preparedness and Recovery Plan for Central Business Districts** available from the City of Alameda Community Development Department at 510/748-4500.



Pick your battles wisely

FOLLOWING AN EARTHQUAKE, public safety and returning people to their homes and jobs are the highest priorities. Most people are be too busy with their own personal crises to pay attention to debates about preserving damaged historic resources. Preservationists in Fillmore, Hollywood, and Santa Monica all said that following Northridge they had to carefully choose their preservation battles. They had to be willing to let some buildings go in order to maintain credibility in the community and save higher priority historic resources.

After a disaster you need to make allies by identifying and helping to achieve the top priorities of city council members, city management, building officials, and the business community. These might include preserving affordable housing, business district revitalization, or public safety. Show them how historic preservation can help to achieve these goals (see Tool 4, page 14). Again, do not assume the preservation of historic resources per se will be their post-disaster priority. It may only be a means to an end.

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ORGANIZATIONS

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Advisory Council on Historic Preservation
Western Office of Project Review
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California Building Officials Organization
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California Preservation Foundation
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Federal Emergency Management Agency
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State Historical Building Safety Board
Office of the State Architect
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916/653-6624, fax 916/653-9824

Glossary of Terms

Advisory Council. An independent agency of the Federal Government, the Advisory Council on Historic Preservation (ACHP) was established by the National Historic Preservation Act of 1966. The Council advises the President and Congress on matters pertaining to the preservation of historic, archaeological, architectural, and cultural properties. The Council has 19 members appointed by the President.

ATC-20. In 1989 the Applied Technology Council (ATC) published ATC-20 titled *The Post-Earthquake Safety Evaluation of Buildings*. ATC-20, funded by FEMA and the State Office of Emergency Services, was first used in 1989 to perform earthquake damage assessments following the Loma Prieta earthquake. It is a guide outlining the technical and administrative procedures for evaluating, posting (Green-tagged, Yellow-tagged, Red-tagged) and documenting post-earthquake damage of buildings.

CALBO. California Building Officials (CALBO) is a professional organization representing the interests of building officials relative to codes and code enforcement. CALBO proposes and monitors state legislation regarding building safety issues. CALBO also researches and provides information and materials to building officials and others concerned with building safety.

California Main Street. A downtown revitalization project of the California Trade and Commerce Agency. The Main Street strategy was developed by the National Trust for Historic Preservation's National Main Street Center and is used in more than 800 cities and 30 states. California Main Street delivers services and training to historic commercial areas chosen through a competitive application process.

CEQA. The California Environmental Quality Act (CEQA) establishes an environmental review mechanism at the local government level whereby project impacts are identified and mitigation—or ways of lessening the impacts—is proposed. Each jurisdiction in the state has adopted its own public process to carry out the intent of CEQA guidelines prepared by the State (*Public Resources Code* Section 21000 et seq.)

CPF. The California Preservation Foundation (CPF) is the only statewide, non-profit organization promoting the preservation of California's historic built environment. CPF does this through conferences, workshops, publications, direct technical assistance, and advocacy at the state and national levels. A membership organization, CPF also provides networking opportunities for local preservation organizations, city staff and officials, and professionals in the design community.

FEMA. The Federal Emergency Management Agency (FEMA) was created to coordinate federal, state and local response to a State of Emergency declared by the President and to direct appropriate emergency aid and assistance to local governments and disaster victims.

Green-tagged. A green notification statement placed on a structure inspected after an earthquake to warn the public that the structure is safe to enter, but repairs may be necessary. The tagging system was developed in ATC-20.

Historic Preservation Partners for Earthquake Response. A federally-funded partnership of the U.S. Department of Interior National Park Service, the California Office of Historic Preservation, the National Trust for Historic Preservation, the California Preservation Foundation, the Los Angeles Conservancy, and the Getty Conservation Institute. Developed to facilitate the preservation of historic resources damaged in the January, 1994 Northridge earthquake, the Partners provided \$10 million in financial and technical assistance to property owners through the California Office of Historic Preservation and the National Trust for Historic Preservation.

Historic Preservation Tax Credits. A 20 percent federal tax credit for the substantial rehabilitation of historic buildings used for commercial, industrial, and rental residential purposes. The credit is available for any qualified project that the Secretary of the Interior designates a “certified rehabilitation” of a “certified historic structure.” Certification

requests are made through the State Office of Historic Preservation in Sacramento. A ten percent tax credit is available for non-historic structures.

National Park Service. In addition to its national parks responsibilities, the National Park Service (NPS) administers grants awarded to the state offices of historic preservation (OHP) for the implementation of the National Historic Preservation Act. In addition, the National Register of Historic Places, Inter-agency Archaeological Service, the Historic American Buildings Survey, the Historic American Engineering Record, and the Historic Preservation Fund grants to Indian Tribes and Alaska Natives are programs managed by the NPS.

National Register. The National Register of Historic Places was established by the National Historic Preservation Act of 1966 to be this nation's official list of buildings, sites and objects of historic and cultural significance. Properties deemed to have significance and listed on the National Register are afforded some protection from harmful federal actions and may be eligible for certain federal or state preservation incentives or benefits. The National Register program is administered by the State Office of Historic Preservation.

National Trust. The National Trust for Historic Preservation in the United States is a private, non-profit membership organization chartered in 1949 by Congress to preserve historically significant properties and to encourage public participation in the preservation of buildings, sites, objects, and maritime property important in American history and culture. The National Trust's services include providing advisory and technical assistance to private preservation organizations, collecting and exchanging information on successful preservation projects, providing guidance to new preservation programs and groups, and carrying out special projects to further preservation of target areas. Headquartered in Washington, D.C., the National Trust also operates six regional offices, including one in San Francisco.

OES. The State Office of Emergency Services (OES) coordinates disaster response when a State of Emergency is declared by the Governor or the President and, to a limited degree, during local emergencies. Services, financial aid and assistance to individuals and local governments are provided through six regional mutual aid disaster councils established by the National Disaster Assistance Act (Government Code Section 8680 et seq.) FEMA assistance to citizens and local governments is coordinated through the OES.

OHP. The State Office of Historic Preservation (OHP) has as its primary responsibility the administration of federal preservation programs, including the certification process for federal tax incentives, National Register nominations, Section 106 compliance and Certified Local Governments. An arm of the state government located within the Department of Parks and Recreation, OHP administers grants and the State Landmarks and Points of Historical Interest Programs.

Red-tagged. A red notification statement placed on a structure inspected after an earthquake to warn the public that the structure is "unsafe to enter" until further notice. The tagging system was developed in ATC-20. After earthquakes, red tags are often mistakenly thought to mean that a buildings is condemned for demolition.

Secretary of Interior's (SOI) Standards. A set of federal guidelines—The Secretary of Interior's Standards for Rehabilitation of Historic Structures—that stress doing as little as possible to impact a historic building, its original design or materials when making repairs or alternations. Historic rehabilitation projects that involve state or federal grants or make use of federal tax credits must be certified by OHP, a process that requires that the Secretary of Interior's Standards govern the work.

Section 106. A section of the 1966 National Historic Preservation Act requiring that every Federal agency "take into account" how each of its undertakings could affect historic properties. This review process is administered by the Advisory Council on Historic Preservation in conference with the State Historic Preservation Office

(SHPO). Section 106 review is required for a broad range of Federal activities including: rehabilitation, repair, demolition, loans, and grants. This includes disaster as well as non-disaster related activities and projects where federal funds are passed through state and local agencies.

SHBC. In 1975 the State Legislature established the State Historical Building Code (SHBC). Originally an advisory code, the Legislature made its use mandatory effective July, 1985. The intent of the SHBC is to protect California's heritage by recognizing the unique problems inherent in retaining the viability of historic resources. It is a mandate, on a case-by-case basis, to provide reasonable alternatives when dealing with these problems and at the same time recognizing the need for occupant safety, accessibility, and cost effectiveness.

SHBSB. The SHBC enabling legislation established the State Historical Building Safety Board (SHBSB) to act as a consultant on the SHBC to state and local agencies and, under certain conditions, as an appeal body for property owners. It is composed of representatives of the building design professions and state and local officials.

SHPO. State Historic Preservation Office. (See OHP.)

Yellow-tagged. A yellow notification statement placed on a structure inspected after an earthquake to warn the public that the structure is safe for "limited entry" until further notice. The tagging system was developed in ATC-20.

Appendix A: Damage Assessment Form

Building Name: _____

Address: _____

City (or vicinity) and County: _____

Owner: _____

Date of Construction: _____

Style: _____

Inspection Tag: ☐ Red ☐ Yellow ☐ Green

Historic Designation: ☐ National Register ☐ NR Eligible NR District: ☐ State ☐ Local

Survey Rating _____ ☐ None ☐ Unknown

Primary Use:

☐ Residential (1-2 units)

☐ Residential (3+ units)

☐ Office

☐ Commercial

☐ Mixed

☐ School

☐ Industrial

☐ Church

☐ Lodge

☐ Hotel/Motel

☐ Bank

☐ Other _____

Description

☐ Freestanding

☐ Row

☐ Basement

☐ Attic

☐ # Stories _____

☐ # Chimneys _____

Overall Floor Space (square feet)

Basement _____

Ground Floor _____

1 _____ 2 _____

3 _____ 4 _____

Total _____

Construction Type

☐ Masonry Bearing Wall

☐ Veneer/Steel Frame

☐ Wood Frame

☐ Concrete

☐ Veneer/Concrete Frame

☐ Concrete Unit

☐ Other _____

Foundation

☐ Concrete Slab

☐ Block

☐ Stone/Rubble

☐ Other _____

☐ Unknown

Geological Nature of Site

☐ Bedrock

☐ Soil/Sand

☐ Fill

☐ Other _____

☐ Unknown

Condition Before Earthquake

☐ Excellent

☐ Good

☐ Fair

☐ Poor

Surface Covering

☐ Brick ☐ Stucco

☐ Wood ☐ Stone

☐ Other _____

☐ Roof _____

Falling Hazards:	Hazard	No Apparent Hazard	Unknown	Comments
Parapet Cornice	☐	☐	☐	_____
Ornamentaton	☐	☐	☐	_____
Chimney(s)	☐	☐	☐	_____
Floors	☐	☐	☐	_____
Roof Structure	☐	☐	☐	_____
Equipment	☐	☐	☐	_____
Trees	☐	☐	☐	_____
Other: _____	☐	☐	☐	_____

Damage Observations:

Rating Scale: 0 None (0%) 2-3-4 Moderate (11-40%) NO Not Observed

1 Slight (1-10%) 5 Severe (41-60%) NA Not Applicable

6 Total (over 60%)

	Rating	Structural (Y/N)	Comments
Exterior Walls	_____	_____	_____
Frame (General Condition)	_____	_____	_____
Frame Members	_____	_____	_____
Frame Connections	_____	_____	_____
Roof Framing	_____	_____	_____
Roof Covering	_____	_____	_____
Chimney(s)	_____	_____	_____
Doors	_____	_____	_____
Windows and Shutters	_____	_____	_____
Porch	_____	_____	_____
Downspouts and Gutters	_____	_____	_____
Interior Bearing/Shear Walls	_____	_____	_____
Partitions (Nonbearing)	_____	_____	_____
Floor(s)	_____	_____	_____
Stair(s)	_____	_____	_____
Glass	_____	_____	_____
Mechanical Equipment	_____	_____	_____
Electrical Equipment	_____	_____	_____
Garden and Trees	_____	_____	_____
Fences and Garden Walls	_____	_____	_____
Walkways and Sidewalks	_____	_____	_____
Other	_____	_____	_____
Total Damage Rating:	_____		

Overall Assessment: ☐ No Damage or Easily Repairable ☐ Damage Repairable

☐ Damage Will Require Massive Repair/Reconstruction

Recommendations for Further Inspection:

Recommendations for Immediate Work/Shoring/Stabilization:

Recommendations for Preservation/Conservation:

Recommendations for Short-term/Temporary Work:

Recommendations for Permanent Repair:

Additional Comments/Concerns:

Inspector(s) _____

Organization _____

Date _____

Photography or Video (Roll and Numbers) _____

* This model Damage Assessment Form is based on one contained in *Protecting the Past From Natural Disasters*, Carl L. Nelson, National Trust for Historic Preservation and others created by the Hollywood, California preservation community.

Appendix B: How to find and choose the right professional for your job

Architects and Engineers

The ability of your historic building to resist earthquake shaking depends on its structural integrity and location. Civil and structural engineers and architects are trained and licensed to provide seismic information about structures. Likewise, geologists, foundation engineers and geotechnical engineers are trained and licensed to evaluate the soil conditions of the site and to recommend appropriate action.

When you hire a consultant, you are retaining an experienced professional to diagnose a potential problem and provide advice for correcting the problem, which might include creating plans or work specifications. You may retain the professional to observe the work by contractors. The amount of work required is not known when you hire the consultant, so it is important to select someone you trust. Here are some tips to help you find and hire the right professional:

- ☐ Call the appropriate professional organization for a list of members in your area or consult the professionals listed in this directory.
- ☐ Contact several firms or individuals to determine if they do the types of work that may be required. If you own a historic house, it's best to use professionals who have experience with historic structures and the Secretary of Interior Standards for Rehabilitation to insure that the distinctive character of your home will be preserved.
- ☐ As you approach your project, you should realize that solutions depend upon your budget. Explain what you think the problem is, what your proposed budget and timeline are, and ask what can be done within those parameters. It's good to follow up by asking if the budget was increased by 10 or 25 percent or the time extended, what else could be done?
- ☐ Ask for written bids from at least three potential professionals. If the bids vary

significantly, try to determine why. An unusually low bid may signal potential problems.

- ☐ Ask for references from past clients. Request a list of historic properties on which the professional has worked. Be diligent in determining how satisfied the past clients were with the work of the professional.
- ☐ Become informed. If you do not understand the technical details, ask enough questions to understand the concepts and relative importance of the issues involved. Do not be afraid to ask questions that you fear might seem stupid. You are the client, so you have a right to understand what needs to be done and why.
- ☐ Especially with historic buildings, be sure you understand how your structure will look after the work is completed. Preservation of the historic character and fabric of your home is a key element of retrofit and repair.
- ☐ Understand that there will be a number of approaches for solving any given problem. The consultant should explain the pros and cons of each alternative, as well as the dollars and risks involved. Once this is done, you will be able to define the work the consultant will do for you. Then a fee can be set and you can discuss how any changes in the work would change the fee.

Contractors

A contractor's job is to implement the detailed plans and specifications prepared by an architect or engineer. Since you will be entrusting your home and money to the contractor, be certain that you are comfortable with the person and that you operate from a position of mutual trust and respect. Here are some guidelines for selecting a contractor:

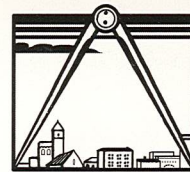
- ☐ Contact at least three potential contractors. (Some are listed in this directory.)
- ☐ Show the plan and scope of work prepared by your architect or engineer to the potential contractor. Discuss your

objectives for the project and the steps they think are necessary to accomplish those objectives.

- ☐ Make sure the contractor understands that the work must preserve the historic fabric of your building. Ask the contractor for references that illustrate experience with preservation-based projects—and call those references.
- ☐ Check with the Contractors State License Board to see if the contractor is properly licensed. Also, check out contractors with your local building department, trade associations or unions, consumer protection agency, and the Better Business Bureau.
- ☐ Ask for names of customers who have had similar work done. Ask these people not only whether they would recommend this specific individual or firm, but also what experiences they had in completing the projects, what problems occurred and how these problems were resolved.
- ☐ Decide if each potential contractor has the experience and training necessary for your particular job.
- ☐ Ask for written bids from at least three potential contractors. If the bids vary significantly, try to determine why. An unusually low bid may signal potential problems.
- ☐ Determine how disputes will be handled. Inserting an arbitration clause in your contract may speed resolution of disputes.
- ☐ Make sure the contractor furnishes a contract bond, which is like an insurance policy that assures the completion of your project if the contractor fails to perform.
- ☐ Do not sign a contract until you understand and feel comfortable with all the details.

For more information, get a copy of "What You Should Know Before You Hire a Contractor," available free from the Contractors State License Board, P.O. Box 26000, Sacramento, CA 95826, 1-800-321-2752, or pick up a copy from a local office listed in the phone book.

There's been an earthquake. What do I do first?



20 Tools

THAT PROTECT
HISTORIC RESOURCES
AFTER AN EARTHQUAKE

1. GET OUT THE LIST of your community's historic resources that you put in your desk drawer in case of emergency. If you don't have a copy, get one from your city planning department, local preservation organization or historical society, or the State Office of Historic Preservation in Sacramento (see page 40 for phone numbers).
2. ROUND UP OTHER MEMBERS of your historic preservation community.
3. READ AND COPY Tool #7 (page 18) on shoring and stabilizing damaged buildings.
4. OBTAIN A COPY of the State Office of Emergency Services' Model Ordinances for Demolition, Repair and Reconstruction. These are contained in the OES publication entitled *Earthquake Recovery: A Survival Manual for Local Government*. Also get copies of the preservation-sensitive repair and reconstruction ordinances from the cities of Los Gatos and Santa Monica. Copy Tool #9 (Ordinances, page 20) and keep all this information together as a packet. Identify the provisions you want to include in your own earthquake repair and reconstruction ordinance.
5. READ AND COPY Tools #13 and 14 (pages 26 and 27) on the California Environmental Quality Act (CEQA) and other state protections for historic resources.
6. READ AND COPY Tool #15 (page 28). It covers the federally-mandated process of reviewing impacts that federal disaster response activities might have on historic resources (called a Section 106 review).
7. CALL THE STATE OFFICE of Historic Preservation, the State Historical Building Safety Board, the California Preservation Foundation, and the National Trust for Historic Preservation. Ask if anyone can come to town and provide technical assistance to owners of damaged historic properties. Request educational materials for distribution to property owners. (See pages 39 and 40 for addresses, phone numbers, and lists of educational materials.)
8. CONTACT THE STATE OFFICE of Historic Preservation to determine if they will be a party to a formal agreement with FEMA to perform Section 106 reviews of the impact of FEMA assistance to historic resources. Obtain a copy of any such agreement.
9. FORM A TEAM to survey the damage to historic resources informally (see Tool #3, page 12). Make sure everyone has several copies of the Damage Assessment Form from Exhibit A and a copy of your community's inventory of historic resources. Ensure your safety as you inspect damaged sites. Wear a hard hat and beware of aftershocks.
10. REPORT YOUR SURVEY findings to your local building official, planning official, and favorite elected official. Give them copies of the information collection and copied in the steps above. Strongly encourage them to shore and stabilize damaged buildings and to obtain the services of inspectors qualified in historic preservation.
11. READ this booklet thoroughly. Contact the California Preservation Foundation if you need further information: 510/763-0972.