

City of Annapolis

Cultural Resource Hazard Mitigation Plan

Designing a Model Resiliency and Response Plan for Historic Properties



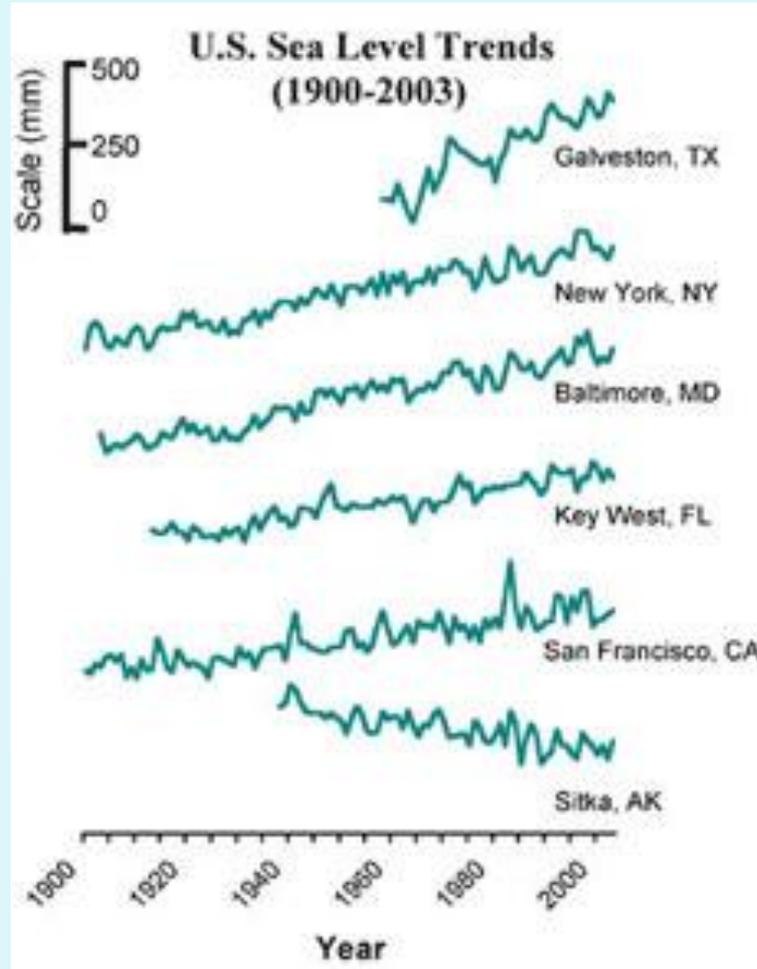
Annapolis City Council Work Session - April 17, 2014
Lisa Craig, Chief of Historic Preservation

Cultural Resource Hazard Mitigation Plan Presentation Overview

- Sea-Level Change
- Regulatory Response
- Storm History / Major Events
- Planning Documents
- FEMA Hazard Mitigation Planning
 - Organize Resources
 - Assess Risks
 - Develop a Plan
 - Implementation
 - Considerations
 - Model Plan
- Questions

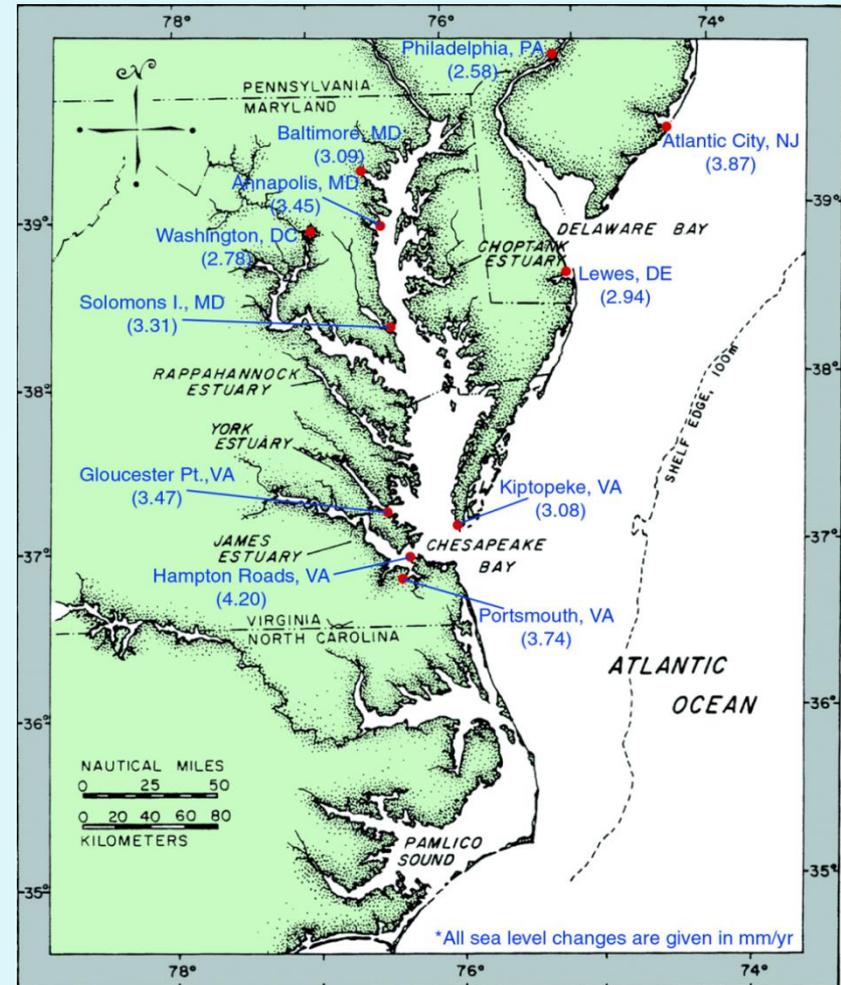
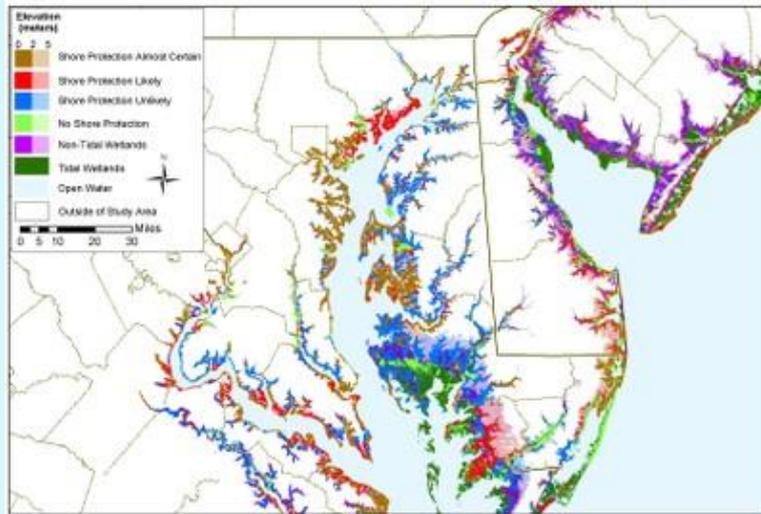


A Century of Sea Level Change



“The Sea Around Us” – Rachel Carson
Historical Trends in the North Atlantic
& the United States

Sea Level Change The Chesapeake Watershed

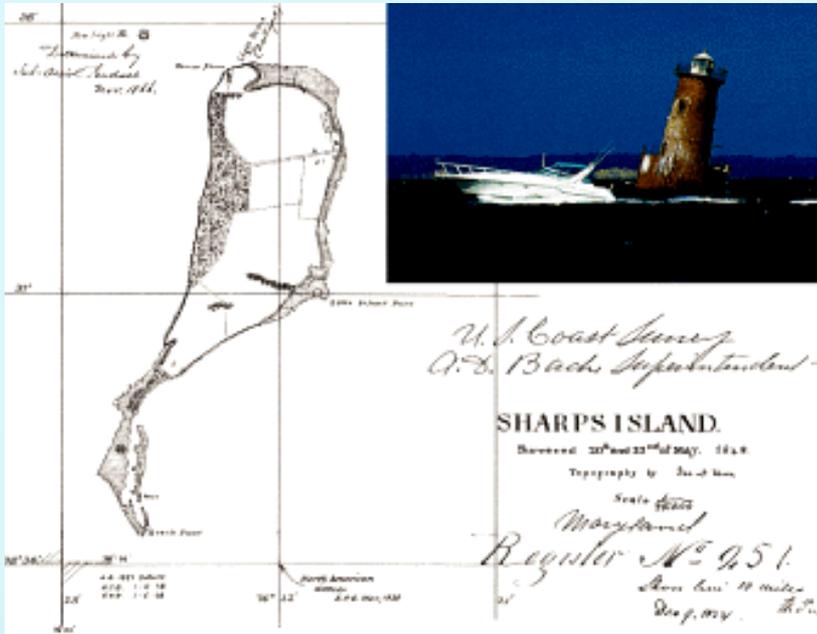


Within next 100 years, sea level rise estimated to reach 17 – 28 inches

To date, 13 islands have been lost.

Sea level Change

Lost Landmarks of the Chesapeake



Holland, Hooper's
and Sharp Islands –
Last remaining
Structures

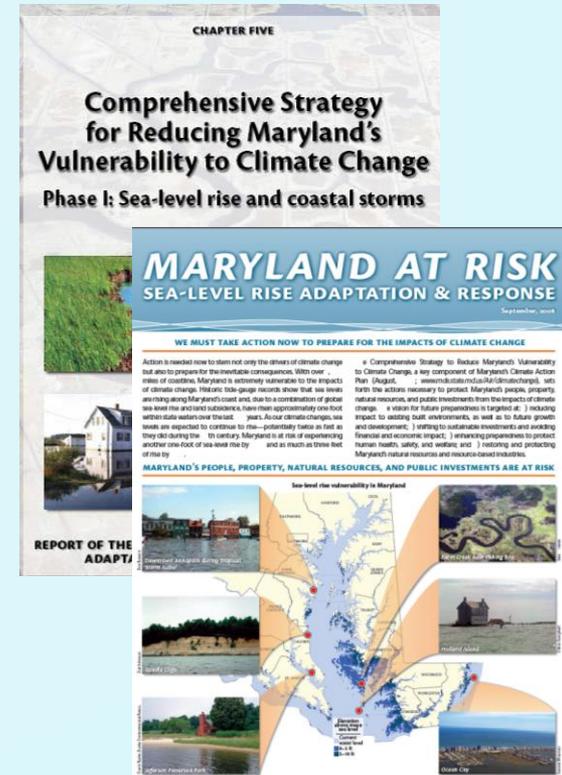
Sea Level Change

Maryland Climate Action Plan

Predictions for Sea level rise along Maryland's coast:

By 2050 - Best estimate mean sea level rise is 1.4'; unlikely to be less than .9' or greater than 2.1'

By 2010 - Best estimate mean sea level rise is 3.7'; unlikely to be less than 2.1' or greater than 5.7'

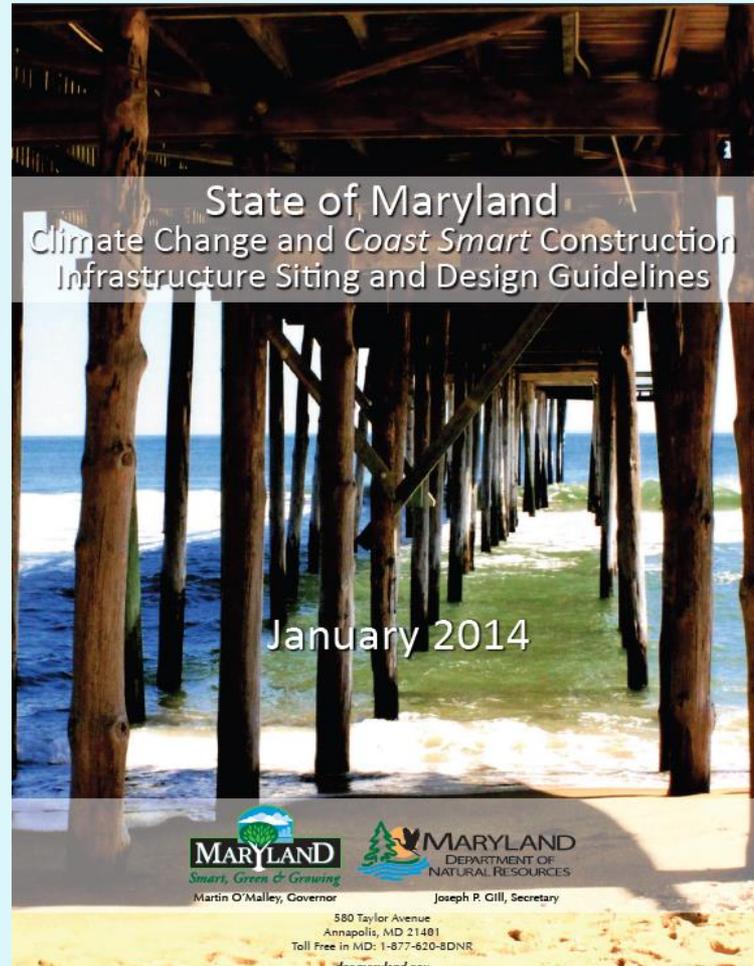


Regulatory Response

State of Maryland Climate Change and Coast Smart Construction

“Measures should be applied to non-State structure or infrastructure projects if partially or fully funded by State agencies...”

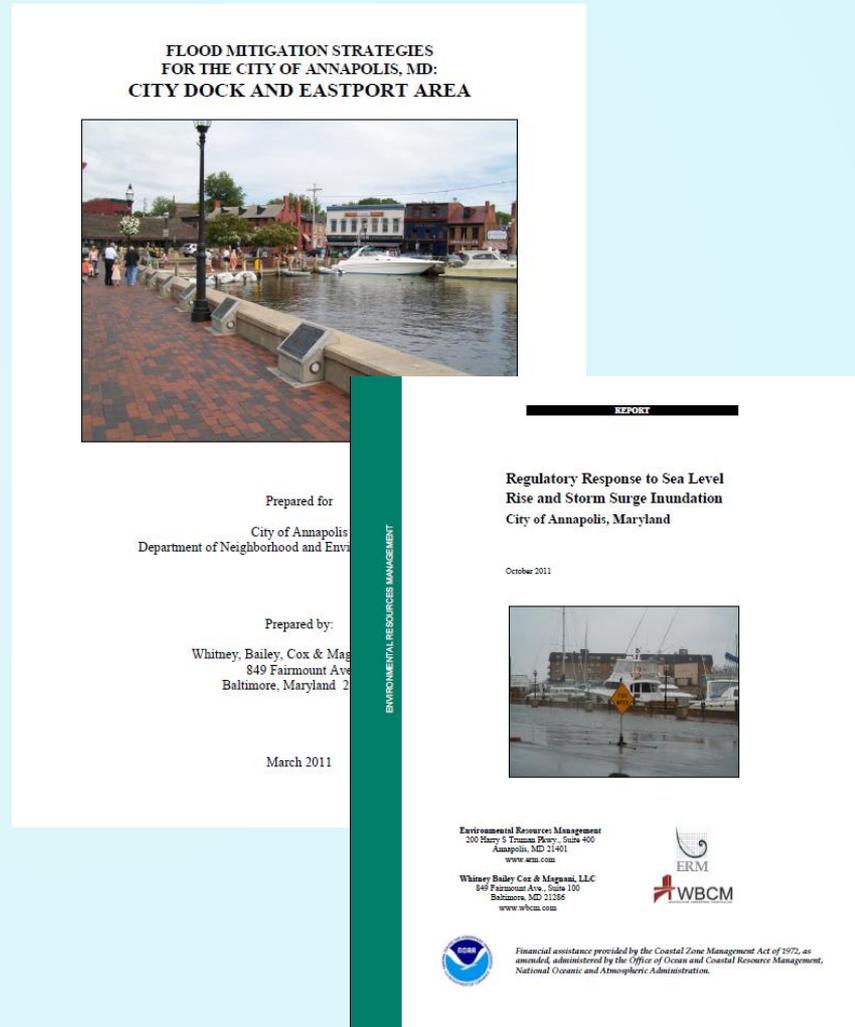
“Exceptions should be based on an analysis of the scope, function and importance of the project, including historic and cultural preservation considerations.”



Regulatory Response

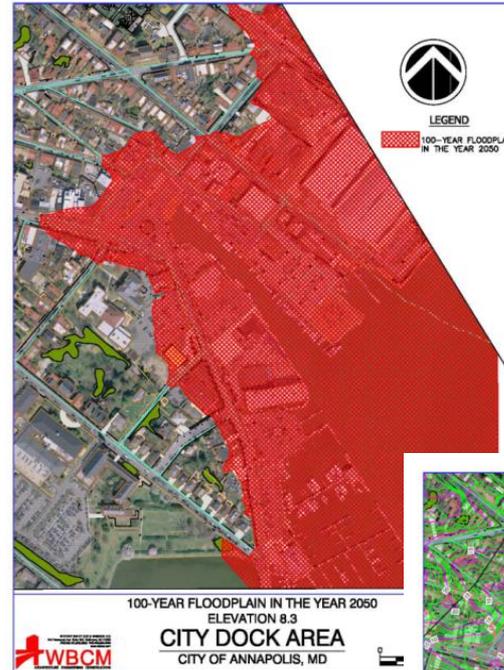
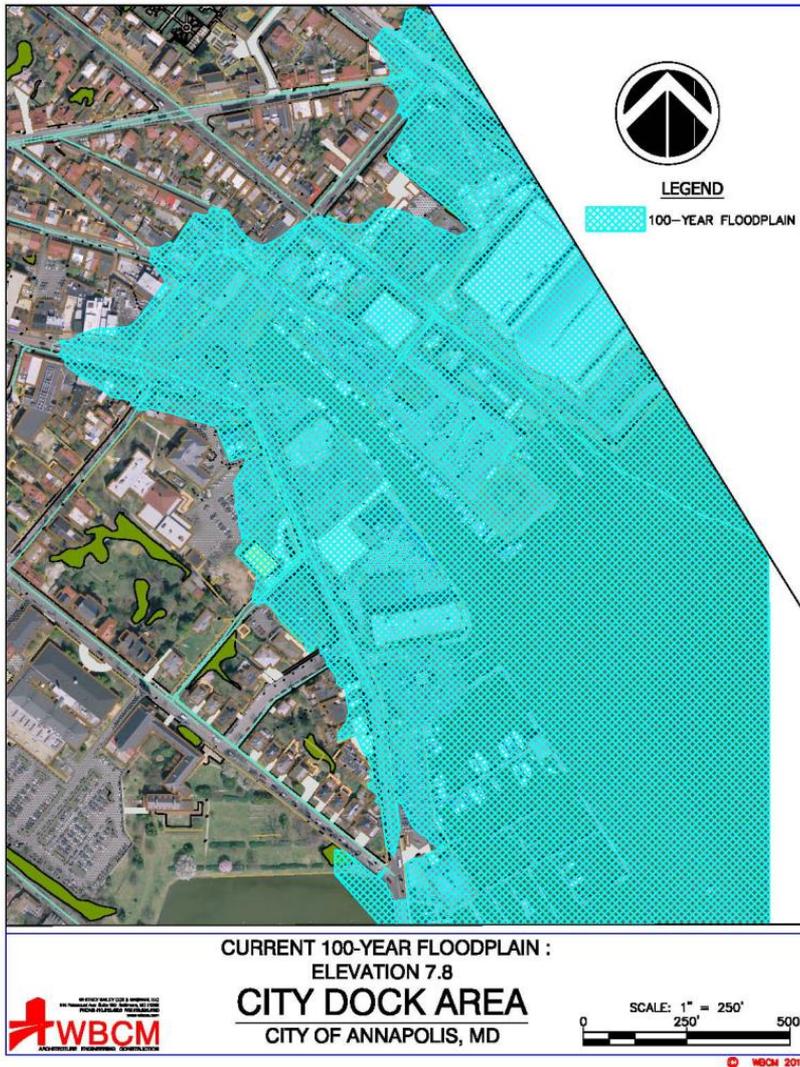
City of Annapolis Flood Mitigation

- Given the importance of the historic district and the waterfront... the Annapolis response to sea level rise must focus on protecting existing structures and infrastructure.
- The downtown should be the subject of a study to determine the costs and benefits of public decision-making in mitigating property damage.
- Future planning efforts can evaluate the need and options for protecting historic structures...
- Require floodproofing to the extent feasible while preserving the historic building exterior.

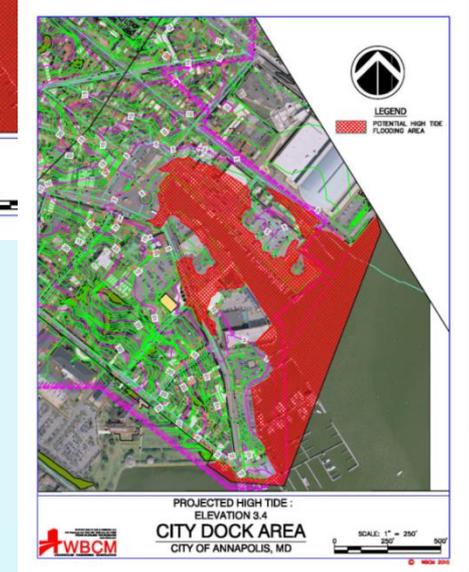


Regulatory Response

Annapolis Flood Plain Mapping



2010
Flood Plain – 7.8
High Tide – 3.4
2050
Flood Plain – 8.3



Annapolis Storm History



1775 – Hurricane claims State House roof, which is then replaced by a hurricane resistant dome.

1915 – Wind damage and flooding

1933 – Chesapeake and Potomac Hurricane

1955 – Hurricane Connie sinks tour schooner Levin J. Marvel outside of Annapolis

1999 – Hurricane Floyd results in 11.6 in. of rain



Storm History: Tropical Cyclone Isabel

September 19, 2003



Market Space



Main Street



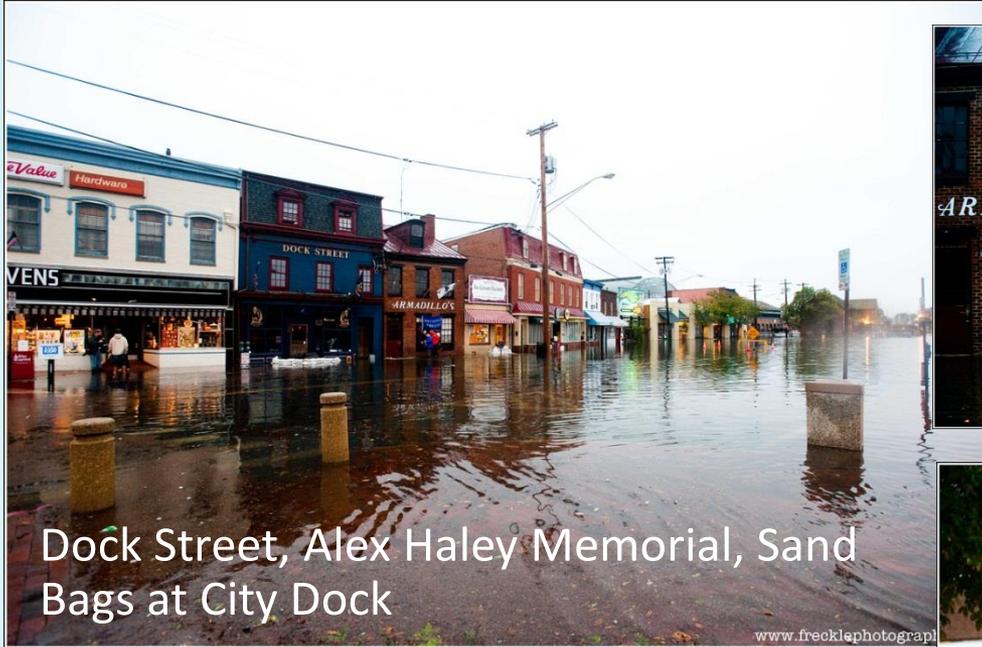
U.S. Naval Academy



Eastport

Storm History: Tropical Storm Nicole

September 30, 2010



Dock Street, Alex Haley Memorial, Sand Bags at City Dock



Planning Documents

- City All Hazard Mitigation Plan
- City Sea-Level Studies
- City Comprehensive Plan
- City Dock Master Plan
- State Preservation Plan
- State Hazard Mitigation Plan



Planning Documents

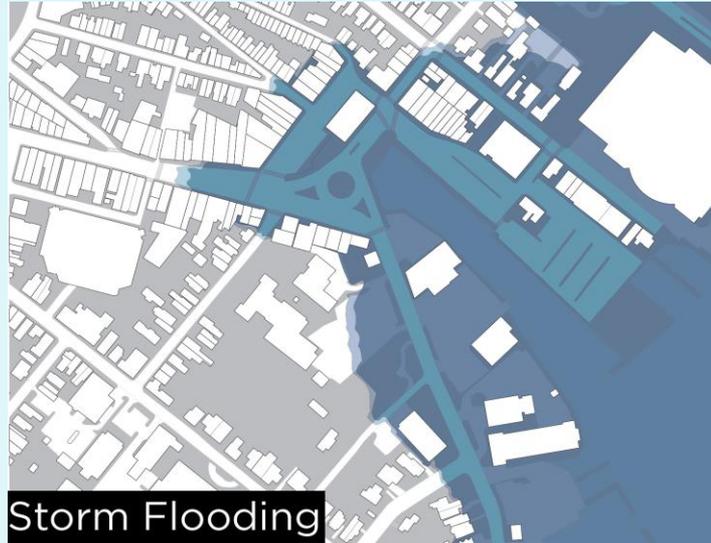
State Funded Sea Level/Flood Studies

Completed:

- Sea Level Rise Strategic Plan, Anne Arundel County: Phase 1 Vulnerability Assessment
- Flood and Inundation Mitigation Strategies – Eastport Area
- Regulatory Response to Sea Level Rise and Storm Surge Inundation
- Sea Level Rise Strategic Plan, Anne Arundel County

Proposed:

- *Designing a Cultural Resources Resiliency Plan – Currently under consideration by MDNR*



Planning Documents

State Preservation Plan

“...the Maryland Historical Trust is partnering with the City of Annapolis on a pilot project to apply FEMA’s guidance on hazard mitigation planning for cultural resources to help build resilience to sea-level rise. With funding from the National Park Service, MHT will develop a training program to share the Annapolis model with other jurisdictions, including those on the Eastern Shore.”



Connect Improve Update Strengthen Collaborate

PreserveMaryland

Maryland Preservation Plan 2014



Maryland Historical Trust
<http://mht.maryland.gov>

Planning Documents

Annapolis City Dock Master Plan

Annapolis City Dock Master Plan

A Framework to Guide Improvements & Redevelopment



October 2013

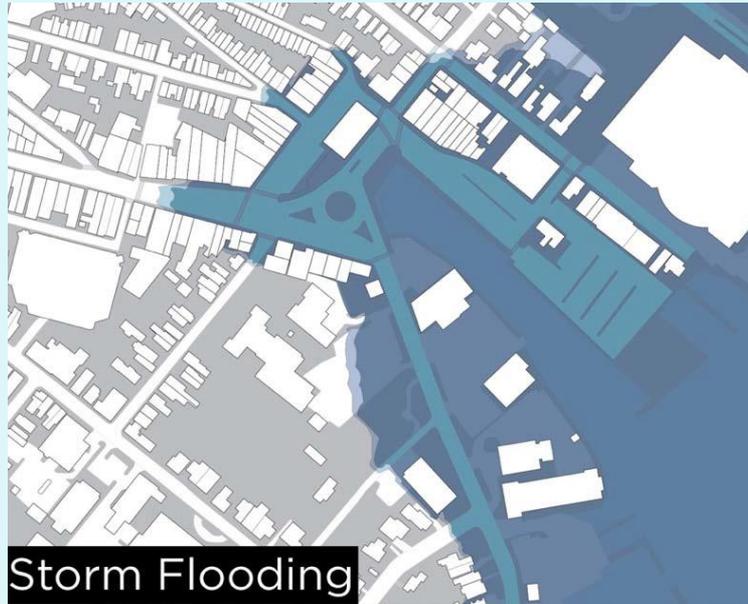


“...the historic built environment of City Dock [is] threatened by sea level rise. In conjunction with the development of a Hazard Mitigation Plan to protect historic resources within the 100-year flood plain that is currently underway, the City will explore and present to the City Council for consideration several strategies for addressing the 100-year flood and sea level rise...”

Planning Documents

Annapolis City Dock Master Plan

“The study of strategies for addressing a sea level rise will include impacts on the historic fabric and infrastructure, visual impact, economic impact, engineering feasibility, insurability of structures, cost/benefit analysis, impact on the use of space in the city dock area for other purposes, and relationship to the flood control measures and plans of the United States Naval Academy.”



Storm Flooding



FEMA Hazard Mitigation Planning



Integrating Historic Property and Cultural Resource Considerations Into Hazard Mitigation Planning

State and Local Mitigation Planning How-To Guide

FEMA 386-6 / May 2005



Hazard mitigation planning is the process of determining how to reduce or eliminate the loss of life and property damage resulting from natural and manmade hazards.

Process includes:

- Organizing your efforts to develop an effective mitigation plan;
- Identifying hazards and assessing losses to your community;
- Setting mitigation priorities and goals and writing the plan;
- Implementing the mitigation plan, including project funding.

FEMA Hazard Mitigation Planning

Organize Resources



1
organize resources

Overview

Organizing resources to consider historic properties and cultural resources in the hazard mitigation planning process involves identifying and assembling the necessary technical information, funding, staff, and political and public support. The process cannot progress—much less succeed—without the marshaling of these resources.

The three steps discussed in this section to integrate historic properties and cultural resources in to the hazard mitigation plan supplement the guidance provided in FEMA 386-1, *Getting Started: Building Support for Mitigation Planning*. These steps are described below:

Step 1. This step entails assessing the level of awareness and support for protecting these assets. This step also involves identifying resources for hazard mitigation related to historic properties and cultural resources.

Step 2. This step focuses on identifying and recruiting historic preservation and cultural resource experts to join the planning team; should such expertise not already be represented by team members.

Step 3. This section offers advice and on how to effectively engage the public in the hazard mitigation process.

At the completion of this phase, you should have a sense of the community's level of support for it. In addition, you should have identified a information, team members should have public outreach campaign should have b



Historic Preservation Element in Comprehensive Plans

Comprehensive plans provide a framework for regulating the built environment. State regulations define the elements that a plan must contain. These elements typically include:

- Future land use element;
- Housing element;
- Economic development element;
- Capital improvement element;
- Transportation element; and
- Conservation element.

The policies in the comprehensive plan are intended to minimize incompatible use, avoid urban sprawl, provide for adequate infrastructure facilities, prevent damage or disruption to natural resources, and preserve the character of the community. These policies and their related goals and objectives provide a vision for the community's future. The conservation element typically encompasses the protection of natural resources as well as historic properties and cultural resources. This element includes an analysis of the effects of future land use on historic properties and cultural resources and policies, goals, and objectives for preserving these resources. This element will also discuss local mechanisms such as Historic Preservation Commissions that designate and protect historic properties and cultural resources under jurisdictional zoning authority.

Version 1.0 May 2005

1. Assess the level of awareness and support for protecting these assets. Identify resources for hazard mitigation
2. Identify and recruit historic preservation and cultural resource experts
3. Engage the public during key points in the hazard mitigation planning process

FEMA Hazard Mitigation Planning

Organize Resources: Funding & Partners



1 organize resources

Overview

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Step 3. This section offers advice and on how to effectively engage the public in the hazard mitigation process.

At the completion of this phase, you should have a good understanding of the community's level of support for historic preservation. In addition, you should have identified a list of potential partners. Team members should have been identified and public outreach campaign should have been initiated.



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Version 1.0 May 2005

Secured Funding to Date

- \$61,010 – Grants & P&Z Budget

Establish Core Team

- City Agencies – EPARM, P&Z, DNEP, DPW, MIT, PIO
- State Agencies – MEMA, DNR, MHT
- Federal Agencies – USNA, FEMA, USACE
- Preservation Groups – HPC, National Trust for Historic Preservation, Preservation Maryland, Historic Annapolis
- Local Stakeholders – MAP, WORA, ECA

Survey Team

- Preservation Architect
- Local Historians

FEMA Hazard Mitigation Planning

Assess Risks

2

assess risks

Overview

In Phase 1, you identified, assembled, and organized the resources necessary for integrating historic properties and cultural resources in to the hazard mitigation plan. In Phase 2, 'Assess Risks,' your team will use these resources to conduct a risk assessment of the historic properties and cultural resources located in your jurisdiction.

There are four primary steps associated with conducting risk assessments that this Phase of the guide will cover:

Step 1. Identify the hazards that can affect your community.

Step 2. Profile hazards to determine hazard-prone areas and magnitude of each hazard.

Step 3. Inventory the historic properties and cultural resources vulnerable to those hazards, assess vulnerability of these assets, and establish preservation priorities by determining which assets are most valuable to the community.

Step 4. Estimate the associated amount of potential losses.

To assist you through Steps 3 and 4, the primary focus of this section, the guide includes worksheets filled in with sample information.

At the end of Phase 2, your planning team should have a clear picture of the historic properties and cultural resources that are important to the community; how vulnerable these resources are to hazards; and the cost of their loss, replacement, or repair due to a hazard event. The end-product of this phase will be a prioritized list (or preservation hierarchy) of historic properties and cultural resources for protection in the community.



 **Risk Assessment**
Measuring the potential for property damage, economic loss, injury, and death that may result from both natural and manmade hazards. Specifically, it involves identifying potential hazards and assessing a community's ability to survive them, diminish their impact, or avoid them completely. Risk assessment is central to the hazard mitigation planning process, and is described fully in FEMA 388-2, *Understanding Your Risks: Identifying Hazards and Estimating Losses*.

1. Identify the hazards that can affect your community
2. Profile hazards to determine hazard-prone areas and magnitude of each hazard.
3. Inventory vulnerable historic/cultural resources
 - assess vulnerability
 - establish preservation priorities
4. Estimate the associated amount of potential losses



FEMA Hazard Mitigation Planning

Hazard Determination

Building Characteristics	Flood	Earthquake	Tsunami	Tornado	Coastal Storm	Landslide	Wildfire
Building Type/Type of Foundation	■	■	■		■		
Building Code Design Level/Date of Construction	■	■	■	■	■		■
Roof Material				■	■		■
Roof Construction				■	■		■
Vegetation							■
Topography	■				■	■	■
Distance from the Hazard Zone	■		■		■	■	■

Hazard Impact Assessment

- Building Type
- Building Code / Date of Construction
- Roof Material / Construction
- Vegetation / Topography
- Distance from Hazard Zone

Annapolis Hazards

- Flood
- Earthquake
- Coastal Storm
- Fire
- Tornado

FEMA Hazard Mitigation Planning Cultural Resource Inventory



FEMA Hazard Mitigation Planning Cultural Resource Inventory

A	Column 1	Column 2	Column 3	Column 4	Column 5	Column 6	Column 7	Column 8	Column 9
MIT INVEN. AREF	Name and Address of Asset Subject to Hazard	* ² Date of Construction/Creation	Type of Property/ Type of Resource	* Square Footage	Structural System	Primary Material(s) of Property/Resource	Current Function/Use	Current Condition	is Owner interested in Mitigation? (Yes/No)
1450	1 SOUTHGATE AVE	1910 1915	RESIDENTIAL DETACHED HOUSE	4901	WOOD FR STONE	WOOD STONE	RESIDENCE SFD		
1267	12 FLEET ST.	1875 1885-1889	ATTACHED HOUSE	840	WOOD FRAME	WOOD SIDING	RESIDENCE SFD		
1241	9 PINKNEY	1880	ATTACHED HOUSE	1334	WOOD FRAME	WOOD SIDING	RES SFD		
643	SHILOH HOUSE 18 PINKNEY	1710 1722/24	DETACHED HOUSE	2,255	WOOD FRAMING POST&BEAM	BRICK WOOD SIDING SHINGLES	INSTIT. OFFICES		
692	7 ANDER HOUSE 100 PRINCE GEORGE	1765 1759-7114	DETACHED HOUSE	2,140	WOOD FRAME	WOOD SIDING METAL ROOF	RESIDENCE SFD		
458	STURMUNG HARDWARE 142 DOCK ST	1880 1940	ATTACHED COMMERCIAL BLD	5720	MAS BRK WALL & WOOD FRAME	BRICK METAL GLASS	COMMER		
534	A.L. GOODMAN 100 MAIN ST. (-04)	1905-19	COMMER BLD ATTACHED	7954	MASS BRK WALL CONC. & FRAME	BRICK METAL GLASS	COMMER		
535	'CUSTOMS HOUSE' 1410N OF THE WHARF 97 (49) MAIN ST	1792-98	COMMER BLD ATTACHED	3803	MAS BRK WALL WOOD FRAME	BRICK	INSTIT MUSEUM SHOP		
-	ANNAPOLIS YACHT CLUB 0 COMPANION ST.	19036.	COMMER BLD DETACHED	10838	METAL FRAME	WOOD	YACHT CLUB		
532	77 MAIN ST.	1790	COMM INSTR. RETAIL	-	MAS BRK WALL WOOD FRAME	BRICK WOOD	INSTIT MUSEUM STORE		

Hazard: _____
Worksheet #3

Worksheet #3

- Name/Address of Resource
- Date of Construction
- Type of Property
- Square Footage
- Structural System
- Primary Materials
- Current Function
- Current Condition
- Owner Interest in Mitigation

* SDAT
*² SDAT/MLT

FEMA Hazard Mitigation Planning Cultural Resource Inventory

A	Column 1	Column 2	Column 3	Column 4	Column 5	Column 6	Column 7	Column 8	Column 9
MIT INVEN. A#	Name and Address of Asset Subject to Hazard	* ² Date of Construction/Creation	Type of Property/ Type of Resource	* Square Footage	Structural System	Primary Material(s) of Property/Resource	Current Function/Use	Current Condition	Is Owner interested in Mitigation? (Yes/No)
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458	STURMIG HARDWARE 142 DOCK ST	1880 1940	ATTACHED COMMERCIAL BUD	5720	MAS BRK WALL & WOOD FRAME	BRICK METAL GLASS	COMMER		
534	A.L. GOODMAN 100 MAIN ST. (-04)	1905-19	COMMER BUD ATTACHED	7954	MAS BRK WALL STONE & FRAME	BRICK METAL GLASS	COMMER		
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-	ANNAPOLIS YACHT CLUB 0 COMPERNHE ST.	19036.	COMMER BUD DETACHED	10838	METAL FRAME	WOOD	PRIVATE CLUB		
532	77 MAIN ST.	1790	COMM INSTR. RETAIL	-	MAS BRK WALL WOOD FRAME	BRICK WOOD	INSTIT MUSEUM STORE		

Hazard: _____
Worksheet #3

Worksheet #3 (cont.)

- Property Vulnerability (High, Med. Low)
- Loss to Structure (\$)
- Loss to Contents (\$)
- Loss of Function / Use (\$)
- Displacement Cost
- Total Loss for Hazard Event

Community Value (High, Med. Low)

* SDAT
*² SDAT/MLT

FEMA Hazard Mitigation Planning

Assess Risks

List the name and address of vulnerable historic properties and cultural assets. For each asset (row), fill in Columns 1 to 6. Define High, Medium, and Low for Columns 3, 4, 5, 6, and 7 at the bottom of this worksheet (optional). Fill in Column 7 by qualitatively adding Columns 3 to 6. Enter the results of Column 7 in Column 16 of Worksheet #3.

Date: _____
Worksheet #4
Determine a

Name and Address of Asset	Column 1 Historic Designation (National Register, Local Landmark, etc.)*	Column 2 Geographic Context of Significance (National, Tribal/State, Local)	Column 3 Level of Significance (High, Medium, Low)	Column 4 Public Sentiment (High, Medium, Low)	Column 5 Economic Importance (High, Medium, Low)	Column 6 Degree of Integrity (High, Medium, Low)	Column 7 Total Level of Community Value (High, Medium, Low)
ANNAPOLIS SPRING GARDEN THEATRE 123 COMPROMISE	NR / AHD	LOCAL					
GIBSONS LODGING 110 PR QUEEN	NR / AHD	STATE					
MIDDLETONS Tavern 2 MARKET SP	NR / AHD	STATE					
PASTORS ROW 24 MARKET ST	NR / AHD	LOCAL					
16 RENOV ST	NR / AHD	LOCAL					
TOBACCO PRESS WATERFRONT WARE- HOUSE 2 (4) PINKNEY	NR / AHD ? INDIAN	NATIONAL					
RECORDING WALK BEHIND 71 FLAT 2 (4) COMPROMISE							
BENEFICIAL HOOPER BOOTHOUSE ST. JOHNS							
1 DOCK ST HARBOURVIEW							
130 MAIN ST.							

*The designation level does not automatically correlate to the level of community value.

Cultural Resource Inventory / Worksheet #4

- Historic Designation (NR, Local)
- Geographic Context of Significance (National, State, Local)
- Level of Significance (High, Med., Low)
- Public Sentiment (H/M/L)
- Economic Importance (H/M/L)
- Degree of Integrity (H/M/L)
- Total Level of Community Value (H/M/L)

FEMA Hazard Mitigation Planning

Develop a Plan

3

develop a mitigation plan

Overview

In Phase 3 you will identify mitigation actions and implementation strategies for protecting your identified historic properties and cultural resources. This process consists of four major steps:

- Step 1.** Develop mitigation goals and objectives for your preservation hierarchy.
- Step 2.** Identify, evaluate, and prioritize actions.
- Step 3.** Prepare an implementation strategy.
- Step 4.** Document the mitigation planning process completed for historic properties and cultural resources.

The steps you will take in Phase 3 for protecting your identified historic and cultural resources parallel those for creating the hazard mitigation plan to address the other assets in the community. For more detailed review of those steps, please refer to FEMA 386-3, *Developing the Mitigation Plan: Identifying Mitigation Actions and Implementation Strategies*.

Step 1. Develop Mitigation Goals and Objectives for Historic Properties and Cultural Resources

1. Develop mitigation goals and objectives for your preservation hierarchy
2. Identify, evaluate, and prioritize actions
3. Prepare an implementation strategy
4. Document the mitigation planning process

Before you identify mitigation properties and cultural resources, you must develop a set of goals as a basis for developing appropriate

National Flood Insurance Program (NFIP) and Historic Structures

The NFIP provides relief to historic structures by waiving new construction and substantial improvement requirements of the program. This exclusion from the new construction requirements serves as an added incentive for property owners to maintain the historic character of the designated structure.

The NFIP floodplain management requirements contain the following two provisions intended to provide relief for historic structures located in Special Flood Hazard Areas. Communities have the option of using either provision for addressing the unique needs of historic structures:

- In the definition of "substantial improvement" at 44 CFR 60.1, "alteration to an historic structure does not constitute a substantial improvement, provided that the alteration will not preclude the structure's continued designation as an historic structure." The same will apply to historic structures that have been "substantially damaged."
- The other provision of the NFIP floodplain management regulations that provides relief for historic structures is 44 CFR 60.6(b). This provision states "Variances may be granted for the repair or rehabilitation of historic structures upon a determination that the proposed repair or rehabilitation will not preclude the structure's continued designation as a historic structure and the variance is the minimum necessary to preserve the historic character and design of the structure."

However, NFIP floodplain management requirements could apply to additions to historic structures if they are located in a floodway. All structures, including historic structures, must comply with the floodway encroachment provisions of Section 60.3(c)(10) and (d)(3) of the NFIP regulations. For example, any addition to a historic structure that expands the square footage of the structure beyond its existing footprint must comply with the regulatory floodway criteria. Under these regulations, any addition to a historic structure that results in a rise of the Base Flood Elevation will be prohibited.

Version 1.0 May 2005

National Flood Insurance Program

Exempts historic properties from new construction requirements (44 CRF)

Implementation Strategies

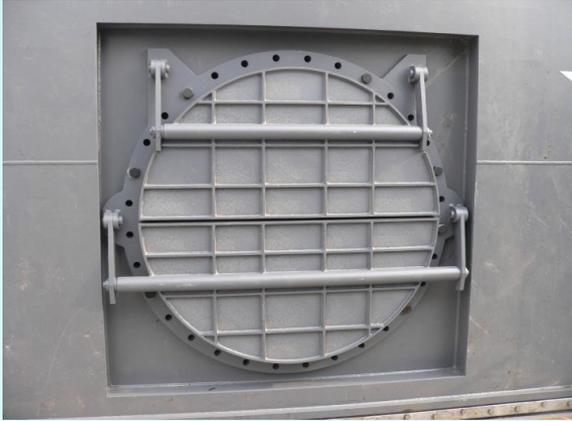
Flood Barriers



Door/window barriers, wall barrier and the Charleston Battery Bulkhead

Implementation Strategies

Infrastructure Protection



Coffer Dam protecting shoreline; Flap Valve & Rubber Duckbill Valve

FEMA Hazard Mitigation Planning Considerations

4 implement the plan and monitor progress

Overview

Implementation is the fourth and final phase of incorporating historic property and cultural resource considerations into the hazard mitigation planning process. The steps associated with this phase are described in detail in FEMA 386-4, *Bringing the Plan to Life: Implementing the Hazard Mitigation Plan*. Please consult this guide for basic information on implementing, monitoring, evaluating, and updating your mitigation plan. A number of considerations, however, pertain specifically to historic properties and cultural resources and form the basis for the remainder of the discussion:

Consideration 1. Sensitivity of information.

Consideration 2. Required regulatory review

Consideration 3. Interagency coordination/agreements

Consideration 4. Evaluating and updating your plan.

Consideration 5. Updating your inventory data.

These considerations are discussed in detail below.

Consideration 1. Sensitivity of Information

In implementing the mitigation action team in Phase 3, you should remain plan any cautions regarding information public disclosure. For example, disclosure of archaeological sites, or details about and traditions, or information on the protection of historic properties and detrimental and result in the destruction team is trying to protect

Section 106 Project Review

Even if your community's historic properties are not listed in the National Register, the mitigation actions you recommended in Phase 3 for protecting these properties will nevertheless be subject to Section 106 review if they will be funded by Federal (e.g., FEMA) dollars or require Federal permitting. Federally assisted projects that involve certain types of historic properties that are hidden from view, such as buried archaeological sites, are subject to Section 106 review due to their potential significance. Before implementation of mitigation activities that involve ground disturbance, your community may be required to make an attempt to locate these properties.



1. Sensitivity of information
2. Required regulatory review
3. Interagency coordination & agreements
4. Evaluating and updating your plan
5. Updating your inventory data

Section 106 Project Review

National Register listed or eligible properties are potentially affected by recommended mitigation actions in the Hazard Mitigation plan and must be reviewed under Section 106

FEMA Hazard Mitigation Planning A Model Program



Integrating Historic Property and Cultural Resource Considerations Into Hazard Mitigation Planning

State and Local Mitigation Planning How-To Guide

FEMA 386-6 / May 2005



Connect Improve Update Strengthen Collaborate

PreserveMaryland Maryland Preservation Plan 2014



Maryland Historical Trust
<http://mht.maryland.gov>

“MHT is funding the project in part so that we can use it as a model for other communities throughout the state that have cultural resources threatened by sea-level rise.”

- Nell Ziehl, Chief, Office of Preservation Planning



Crisfield, Somerset County MD

City of Annapolis Cultural Resource Hazard Mitigation Plan Questions?



Annapolis City Council Work Session - April 17, 2014
Lisa Craig, Chief of Historic Preservation