This manual is designed to help agencies fulfill some of the requirements of the Commonwealth’s Emergency Operations Plan outlined in Annex Z, Records Management, previously issued by the Pennsylvania Emergency Management Agency.

Annex Z requires agencies to develop a vital records disaster plan to identify and protect vital records, determine minimum essential resources needed to establish and support disaster procedures, and make advance arrangements to ensure the availability of resources during a disaster. In conjunction with this manual, agencies should carefully review all the requirements in Annex Z.

Any disaster, from the smallest water leak to a major event such as a massive fire, can disrupt the operations of state government through the destruction of vital information. This manual will help agencies identify and protect their vital records, establish a disaster response team and procedures, and determine potential hazards in their facilities.

Inquiries concerning this manual should be directed to the:

Historical and Museum Commission
Bureau of Archives and History
State Archives Building
P.O. Box 1026
Harrisburg, PA 17108-1026
Telephone: (717) 787-3051

All changes to this manual will be issued through the Directives Management System by the Historical and Museum Commission. Additional copies may be obtained by calling 783-5055.
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SECTION ONE
DEVELOPING THE VITAL RECORDS DISASTER PLAN

The protection and preservation of vital records is essential to the maintenance of government functions. Prudent public administration requires that government officials accept the fact that a disaster may strike them and prepare beforehand. Such preparation is standard procedure where the lives and safety of people are concerned. Emergency management measures should also be afforded to the vital records of government. The most important step an agency can take to protect its vital records is to develop a Vital Records Disaster Plan, the goals of which are to prevent the loss of information critical to the continuing operation of the agency, help staff respond to a disaster, recover damaged information, and resume operations quickly and efficiently.

It is the responsibility of each agency head to establish a Vital Records Disaster Management Team to prepare, implement, and update the Vital Records Disaster Plan. The team should consist of the:

1. Agency Head/Director or Official Designee.
4. Agency Records Coordinator.
5. Information Systems Manager.
6. Fiscal Officer.
7. Purchasing Director.
8. Agency Legal Counsel.
10. Any other persons deemed necessary.

The team should prepare the plan which must include:

1. A listing of team members with their work and home telephone numbers and their assigned responsibilities during a disaster. (See Appendix A, Vital Records Disaster Management Team Information Sheet.)

2. A listing of telephone numbers for fire and police departments, team contacts, maintenance and security as well as sample emergency instructions which should also be posted in all areas where vital records are maintained. (See Appendix B, Emergency Contact Information Sheet.)

3. A listing of names and telephone numbers of other state agencies which can assist during a disaster affecting vital records. (See Appendix C, Emergency Resources Information Sheet.)

4. The vital records inventory which includes the location of the backup/security copies of the agency's vital records. (See Section 2 and Appendix D, Vital Records Inventory Form.)
5. Floor plans for each office area designating the physical location of the agency’s vital records.

6. Copies of the appropriate Material Safety Data Sheets and Hazardous Substance Survey Forms. (For more information regarding these forms, contact the agency’s Right-To-Know coordinator and/or the Bureau of Worker and Community Right-to-Know, Department of Labor and Industry, telephone (717) 783-2071.)

7. Instructions for the agency to follow in the event of a disaster involving vital records. (See Appendix E, Instructions for Disaster Response.)

8. Instructions to help protect vital records from potential hazards. (See Section 3 and Appendices F and G, Instructions for Protecting Vital Records and Survey Information Worksheet.)

9. A statement of procedures to ensure that the Vital Records Disaster Plan will be updated, at a minimum, on an annual basis.

When the Vital Records Disaster Plan has been completed, copies should be distributed to all team members and stored off-site. A copy must also be included as part of the agency’s Emergency Operations Plan. The team should also make sure that all agency staff are aware of the plan and know who should be notified in an emergency situation affecting vital records.

For additional information on disaster planning, team members should refer to the Disaster Bibliography. (See Appendix I.)
SECTION TWO
IDENTIFYING AND PROTECTING VITAL RECORDS

DEFINITION.

Vital Records. Any records, regardless of archival value, that are essential to functions of government during and after an emergency. Also, those records essential to the protection of the rights and interests of that organization and of the individuals for whose rights and interests it has responsibility.

THE IMPORTANCE OF VITAL RECORDS.

The loss of vital records during a disaster could result in:

1. Disruption of essential public services.
2. Exposure to unplanned expenses of financial settlements or loss of revenue.
3. Increased vulnerability to litigation.
4. Loss of productivity due to gaps in information.

IDENTIFYING VITAL RECORDS.

Annex Z, Records Management, requires agencies to establish procedures to guarantee that vital records whether in paper, microfilm, electronic, or other formats are protected. Since they are the key to uninterrupted critical government services in both the response and recovery phases, vital records must be available to government during and following a disaster. To provide for their protection, each agency must identify its vital records. Such records fall into two general categories:

1. Emergency Operating Records. Records which are needed immediately by fire and safety personnel during the actual emergency and records which are needed by agency management and personnel assigned to disaster recovery efforts. Examples include blueprints, floor plans, special fire hazard records including Material Safety Data Sheets and Hazardous Substance Survey Forms, utility records, emergency plans and directives, orders of succession, delegations of authority, staffing assignments, vital records inventories, employee phone lists, contracts including maintenance agreements, lists of alternate location sites, inventories of fixed assets, and five-year plans covering automated technology, both hardware and software.

2. Rights and Interests Records. Records which are needed by agency staff to continue mandated operations and services during and after the actual emergency and in order to preserve the legal and financial rights and interests of the agency and the individuals directly affected by its activities. Examples include forms used to provide services, insurance records, minutes, receipt and expenditure records, property and investment records, budgets, payroll and retirement records, articles of incorporation, current lists of clients, permits, and licensing records.

Appendix 2 of Annex Z, Records Management, includes a list of records that could be considered vital and agencies should refer to it for additional guidance.

The first step an agency should take to identify its vital records is to review its agency-specific records retention and disposition schedule and any applicable general records schedules. The agency records coordinator should be able to provide the most recent copies. In addition, there may be records which do not appear on the schedules, and these must also be examined for vital records status. For this reason, a
physical inspection should be made of all the file areas. **All records, regardless of media, should be evaluated for vital records status.** If an agency discovers unscheduled records during this inventory process or does not have a records schedule, it should contact the Historical and Museum Commission, Bureau of Archives and History for information and assistance.

Once an agency has identified its vital records, the next step is to prepare a vital records inventory. A sample form with instructions is included (see Appendix D), but agencies are free to design their own inventory forms as long as they include the basic elements indicated on the sample. It is imperative for agencies to keep their inventories updated as records are added to or deleted from the schedule, or in cases where vital records are moved from one location to another. Copies of the inventories and updates should be maintained off-site as well as in the agency. Locations could include the homes of disaster team members, alternate emergency sites, and the Historical and Museum Commission’s State Archives Building.

**PROTECTION OF VITAL RECORDS.**

After identifying its vital records, an agency should examine the ways in which they can best be protected. This involves determining the level of protection needed and then selecting the most effective and cost-efficient method. Three methods of protecting vital records are: duplication and dispersal, on-site storage, and off-site storage.

1. **Duplication and Dispersal.** Vital records can be protected by distributing duplicate copies created in paper, microfilm, or electronic format to locations other than the agency’s primary office space. Such dispersal may be either routine or planned. During the regular course of business, duplicates of vital records are often routinely distributed to other buildings or field offices. So long as these duplicates are designated the vital records copy and maintained in the proper conditions for the same length of time as the primary copy, the information they contain would be protected. Planned dispersal, on the other hand, involves the distribution of copies of vital records created specifically for protection purposes. Such copies should be sent to designated buildings or field offices and kept for the full retention period. Using the dispersal method of protection requires constant monitoring by the agency to ensure that the vital records copy is updated on a routine basis. It is also essential that the vital records copy be dispersed to a location that would not be affected by an area-wide disaster that could destroy the primary copy but yet be readily accessible if needed.

2. **On-Site Storage.** Vital records can be protected by storing them in fire-resistant vaults, safes, or file cabinets. Such equipment is rated according to the maximum number of hours of exposure to fire and maximum temperature at which they will protect records. Please note that magnetic tape, microfilm, diskettes, and photographic records require special equipment ratings because of their susceptibility to high humidity levels. Standards for protective equipment are published by the National Fire Protection Association. The major disadvantage of on-site storage of vital records is the potential for total or near total destruction or contamination of a single facility in the event of a disaster.

3. **Off-Site Storage.** Vital records can be protected by storing them off-site if the reference rate is low, thereby eliminating the costs of duplication. An off-site storage facility should be located close enough for easy retrieval and updating of the records but far enough away from the primary office space as to be unaffected by an area-wide disaster. Since these would constitute the original records, it is imperative that the storage facility has the proper environmental conditions and security systems in place.

Electronic records pose special problems in regard to vital records protection because of the need to consider both hardware and software as well as systems documentation. Agencies should refer to Management Directive 245.8, Development of Automated Technology Contingency/Disaster Recovery Plans. For off-site storage of backup tapes and disks, agencies should contact the Office of Administration, Central Management Information Center, telephone (717) 772-8005.
SECTION THREE

PRE-DISASTER PREPAREDNESS

An important element of any disaster plan includes making sure that procedures are in place which prevent disasters from occurring, or at least minimize their potential threat. Although in state agencies this area is usually the province of the facilities staff, any information that may prove useful in preventing disasters, or in being prepared for disasters, should be included in the Vital Records Disaster Plan.

Records related disasters result most often from preventable conditions such as equipment failures, arson, vandalism, and carelessness. Structural breakdowns of buildings also cause or contribute to many disasters, so the physical condition of the building and its maintenance should be evaluated regularly. Although in many instances damage will be localized and affect a relatively small percentage of an agency’s vital records, valuable information may still be lost or the recording media so severely damaged by water, fire, smoke, mold, chemicals, or any combination of these that expensive salvage and restoration efforts will be required to return the recorded information to a usable condition. As part of pre-disaster preparedness efforts, team members should determine if potentially hazardous substances have been used in constructing or equipping the agency’s offices since such materials may cause extremely serious contamination problems in the event of a fire. If such substances are present in the workplace, vital records should not be stored there unless duplicate copies are maintained off-site.

Man-made disasters may not always be the result of negligence or carelessness. For example, theft and vandalism are becoming increasingly serious problems. Efficient security systems and the formulation of policies to reduce security risks are also an important part of disaster preparedness. With this in mind, a survey of the building and its environs should be one of the first steps taken in any disaster planning. This survey should serve as a starting point for analyses of problem areas. Once identified, some of these problems may be easily remedied while others may require further study and long-term planning. To do this survey, a member of the Vital Records Disaster Management Team should be assigned to evaluate both the condition of the building(s) and potential hazards in the workplace by utilizing the following checklists:

1. Hazards/Housekeeping Checklist.
2. Fire Prevention Checklist.

Any potential hazards observed while conducting the surveys and decisions regarding them should be described on separate worksheets (see Appendix G). These worksheets should be reviewed periodically by a staff member assigned to the team.

HAZARDS/HOUSEKEEPING CHECKLIST.

1. Are potentially hazardous substances present in building materials or fixtures which would result in contamination in the event of a fire? If so, identify them on the Survey Information Worksheet (Appendix G).

2. Are there any hazardous materials stored in close proximity to vital records?

3. Are all exits, aisles, corridors, and stairwells unobstructed?

4. Is all firefighting equipment completely unobstructed?

5. Are file cabinets kept routinely closed when not in immediate use?

6. Are records left on desks or tables overnight? Vital records should be protected in file cabinets or in boxes on shelving when not in use.

7. Are records stored directly on the floor? If vital records must be stored on the floor, they should be placed in boxes on pallets or shelving at least six inches off the floor.

8. Is the storage of supplies or empty boxes permitted in proximity to areas with vital records?

9. Is staff permitted to eat and drink in offices or other areas containing vital records? Restrict eating and drinking to a designated area within the building.

FIRE PREVENTION CHECKLIST.

1. Are all flammable materials stored in well marked containers in a safe, cool place away from sunlight?

2. Are all chemical and solvent containers properly labeled and kept closed even when in use to minimize the escape of flammable and toxic vapors into the air?

3. Is air circulation adequate throughout the facility?

4. Are all electrical appliances (e.g. coffee makers, copy machines, and microwave ovens) operated at a safe distance from flammable materials and turned off when not in use?

5. Are all electrical outlets, fixtures, equipment, and appliances checked regularly by an electrician?

6. Is the fire marshal familiar with all construction materials in the building and their ratings?

7. Is the safety of central heating, air conditioning, and ventilation systems evaluated regularly by a qualified person? Such systems could spread fire through a building if not constructed with appropriate safeguards.

8. Are all ducts and vents cleaned regularly? Dust and other combustible materials could ignite when close to motors or other moving parts.

9. Are all fire doors kept closed?
10. Are all wastepaper baskets made from a noncombustible material? Are they emptied regularly? Obtain separate safety receptacles for flammable materials. Inform maintenance employees that contents of these receptacles are not to be mixed with those of other waste receptacles.

11. Is the facility inspected regularly by the appropriate fire department officials?

12. Are all fire extinguishers, smoke/heat detectors, sprinkler systems, and fire alarms operable?

13. Does the agency have a current fire safety manual?

**WATER PREVENTION CHECKLIST.**

1. Are vital records stored in basement areas? When flooding occurs, the water will seek the lowest level.

2. Are vital records stored in or below areas through which service pipes pass?

3. Are service pipes checked regularly and have pressure alarms been installed to indicate trouble?

4. Are areas monitored where there are pipes and windows that may be subject to condensation?

5. Are all drains checked regularly?

6. Have floor alarms been installed in areas susceptible to water leakage? These alarms should be connected to a central alarm system.

7. Is the sprinkler system checked periodically?

8. Are all shelving units installed at least two inches away from inside walls and 12 inches away from outside walls to avoid damage from condensation, burst pipes within walls, etc.? Are bottom shelves at least six inches above the floor?

9. Is the roof inspected regularly for leaks?

10. Are vital records stored in any areas susceptible to water damage? Records stored in suspect areas should be moved, or if that is not possible, should be covered with plastic sheeting.

**BASIC SECURITY CHECKLIST.**

1. Are staff-only areas clearly signposted?

2. Are badges issued and visitors escorted in nonpublic access areas?

3. Are all terminated employees required to turn in all relevant identification and keys to the building? Terminated employees may pose security risks.

4. Are all outside windows, doors, loading dock areas, or other entry points secure?

5. Are all access control systems, intrusion detection systems, and automated monitoring and
alarm systems maintained on a regular basis?

6. Is the exterior of the building well-lit at night?

7. Are there procedures in place that will be followed in the event of theft and vandalism?

Remember that during building renovation or repair, there is greater risk of accidental damage which could affect vital records. Remove important materials before construction starts if at all possible. Do not allow cigarettes or unattended hot tools in the work area. Do not allow roofers to leave an incomplete job overnight unless they have laid and secured a water proof tarp to protect any records in the area from water damage.

Once specific hazards or poor housekeeping practices which could affect the safety of vital records have been identified, the disaster team should prepare guidelines and instructions aimed at protecting vital records before disaster strikes. These guidelines should be incorporated into the plan and issued to all agency staff (see Appendix F).

As part of pre-disaster preparedness, the disaster team should consider arranging for the availability of certain supplies which would be needed in the first 24 hours of a vital records recovery operation (see Appendix H). For additional information on disaster recovery services and supplies, agencies should contact the Historical and Museum Commission, Bureau of Archives and History.

CONCLUSION.

The loss of vital records would adversely affect an agency’s routine operation and jeopardize the public interest. Private companies have closed permanently because of disasters; however, government agencies cannot go out of business. They must be able to recover and resume normal operations. Proper identification and protection of vital records constitute a critical first step to a speedy recovery and resumption of normal operations following a disaster.
SECTION FOUR: APPENDICES

The following appendices consist of sample forms. Agencies may design their own forms provided they contain the necessary information.

Appendix A .......... Vital Records Disaster Management Team Information Sheet
Appendix B .......... Emergency Contact Information Sheet
Appendix C .......... Emergency Resources Information Sheet
Appendix D .......... Instructions for Completing the Vital Records Inventory Form and Sample Vital Records Inventory Form
Appendix E .......... Instructions for Disaster Response
Appendix F .......... Instructions for Protecting Vital Records
Appendix G .......... Survey Information Worksheet
Appendix H .......... Disaster Recovery Supplies
Appendix I .......... Disaster Bibliography
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**VITAL RECORDS DISASTER MANAGEMENT TEAM INFORMATION SHEET**

In case of an emergency involving records requiring immediate assistance, call the Director or Alternate Director of the team who will be responsible for contacting the other team members.

---

**Location of Emergency Command Post**

---

**Agency Head/Director/Designee:**

<table>
<thead>
<tr>
<th>Name:</th>
<th>w</th>
<th>h</th>
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<td>Responsibilities:</td>
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**Alternate:**

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<td>Responsibilities:</td>
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**Chief, Bureau of Management Services:**

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<tr>
<td>Responsibilities:</td>
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</table>

---
Security Supervisor:

Name: ____________________________________________ w ____________ h ____________
Responsibilities: ______________________________________
____________________________________________________
____________________________________________________

Records Coordinator:

Name: ____________________________________________ w ____________ h ____________
Responsibilities: ______________________________________
____________________________________________________
____________________________________________________

Information Systems Manager:

Name: ____________________________________________ w ____________ h ____________
Responsibilities: ______________________________________
____________________________________________________
____________________________________________________

Fiscal Officer:

Name: ____________________________________________ w ____________ h ____________
Responsibilities: ______________________________________
____________________________________________________
Purchasing Director:

Name: ______________________________________________

Responsibilities: ______________________________________

Agency Legal Counsel:

Name: ______________________________________________

Responsibilities: ______________________________________

Agency Press Officer:

Name: ______________________________________________

Responsibilities: ______________________________________

Other Team Members:

Name: ______________________________________________

Responsibilities: ______________________________________
APPENDIX A

Name: ______________________________________________ w ___________________ h ___________________

Responsibilities:_______________________________________  

____________________________________________________  

____________________________________________________

Name: ______________________________________________ w ___________________ h ___________________

Responsibilities:_______________________________________  

____________________________________________________  

____________________________________________________
EMERGENCY CONTACT INFORMATION SHEET

Telephone Number

Fire Department ___________________

Police Department ___________________

Vital Records Disaster Management

Team Contacts (w=work, h=home)

Name____________________________________________ w ___________________

h ___________________

Name____________________________________________ w ___________________

h ___________________

Name____________________________________________ w ___________________

h ___________________

Maintenance ___________________

Security ___________________
The following instructions are to be followed in case of an emergency affecting vital records:

**FIRE**

**Action**

1. Sound the fire alarm.
2. Evacuate the building.
3. Contact emergency personnel.
4. Contact appropriate members of the Vital Records Disaster Management Team.

**WATER**

**Action**

1. Assess the situation and take appropriate action.
   - If water is coming from above: cover or remove all vital records from the area.
   - If water is coming from below: elevate or remove all vital records from the area.
2. Contact emergency personnel.
3. Contact appropriate members of the Vital Records Disaster Management Team.
EMERGENCY RESOURCES INFORMATION SHEET

1. Police:
   Capital Police Emergency Dispatch – (717) 787-3199

2. Department of General Services:
   Deputy Secretary for Central Services – (717) 783-5028
   If emergency occurs after regular work hours, contact Capitol Police Emergency Dispatch to notify the Department of General Services.

3. Pennsylvania Emergency Management Agency:
   Emergency Operations Center – (717) 783-8150 (24-hour number)

4. Pennsylvania Historical and Museum Commission:
   Bureau of Archives and History – (717) 787-3051
   If emergency occurs after regular work hours, contact Capitol Police Emergency Dispatch to notify the Historical and Museum Commission.
APPENDIX D

INSTRUCTIONS FOR COMPLETING THE VITAL RECORDS INVENTORY FORM

**Agency** – Self-explanatory

**Bureau** – Self-explanatory

**Bureau Director’s Signature** – Self-explanatory

**Date of Bureau Director’s Signature** – Self-explanatory

**Records Title** – Use the official title of the record series from the agency or general records retention and disposition schedules. If the records are not scheduled, indicate the title used by the agency to uniquely identify the record series.

**Schedule Item Number** – Use the official number of the record series from the agency or general records retention and disposition schedules. If the records are not scheduled, contact the Historical and Museum Commission, Bureau of Archives and History.

**Location of Record Series** – Indicate the building name, floor, and room number.

**Container** – Use the following codes:

- F – File cabinet (includes lateral or vertical all sizes)
- S – Shelf
- B – Box or Carton
- D – Desk/Drawer
- O – Other

**Format** – Use the following codes to indicate the format(s):

- E – Electronic (magnetic tapes, disks, optical disks)
- M – Microfilm or Microfiche
- P – Paper
- S – Special Media (audio/video tapes, photos, negatives, motion picture film)
- O – Other

**Security Copy** – If there is a security copy of the record series, indicate the schedule item number, format, and location.
INSTRUCTIONS FOR DISASTER RESPONSE

The procedures to be followed in the event of a disaster affecting vital records should include all the information needed to efficiently respond to an actual emergency. These procedures should be part of the plan. The following guidelines are intended to assist the team in developing these procedures. Additional sections relevant to an individual agency should be added as needed.

1. In the event of a vital records related disaster, notify emergency personnel, if appropriate, and the team contact person.

2. Notify the alternate team member if the primary contact person cannot be reached.

3. For a minor emergency, the contact person should:
   a. Assess the danger to vital records.
   b. Make sure that records are removed if in danger.
   c. Evaluate any damage to the records.
   d. If records are damaged, contact the Historical and Museum Commission, Bureau of Archives and History or other appropriate agencies for information.
   e. Write report.

4. For a major emergency, the contact person should:
   a. Notify the other Vital Records Disaster Management Team members.
   b. Meet with disaster team members at prearranged location.

5. For a major emergency, the appropriate team members should:
   a. Determine extent of the damage to the agency’s vital records.
   b. Contact other state agencies such as the Historical and Museum Commission, Bureau of Archives and History for advice and assistance.
   c. Prepare recommendations for disaster response and recovery based on extent of damage, type of media affected, location of records, availability of security copies, and recovery technologies available.
   d. Assist in the organization and supervision of recovery efforts relating to vital records. Locate and secure any available back-up copies of vital records.
   e. Write report.
INSTRUCTIONS FOR PROTECTING VITAL RECORDS

The Vital Records Disaster Management Team should develop guidelines and instructions which will be incorporated in the plan and issued to all agency staff. Sample instructions include the following:

1. Store records away from any possible sources of water damage.

2. Do not leave records exposed on desks or tables overnight. Store them in file cabinets or in boxes on shelving. Boxed records should be stored at least six inches off the floor.

3. Do not store records near furnaces, radiators, or heaters.

4. Do not store records near hazardous materials.

5. Monitor equipment such as photocopy machines, typewriters, computers, coffee makers, and microwave ovens on a daily basis as part of fire prevention.

6. Monitor affected areas during building renovations or repairs for potential hazards to records such as accidental water discharges, fires, and breaches of security.

The team should add other appropriate instructions as necessary.
# SURVEY INFORMATION WORKSHEET

<table>
<thead>
<tr>
<th>Surveys Conducted, Potential Hazards</th>
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Team Member Conducting Survey ________________________________________________
DISASTER RECOVERY SUPPLIES

Paper Towels
Plastic Sheeting or Tarp
Flashlights or Portable Lights
Rubber Gloves
Protective Clothes (Rubber Boots and Dust Masks)
Brooms, Mops, and Buckets
Plastic Garbage Bags
Extension Cords (heavy-duty and waterproof)
Fans
Plastic Milk Crates
Wet-Dry Vacuum
Sponges or Squeegees
Pallets
DISASTER BIBLIOGRAPHY


Even though this is written for Canadian institutions, the information it contains is sensible, sound, and applicable for anyone involved in disaster planning. Conference proceedings are also available.


The advice in this somewhat dated article is generic enough to provide a foundation for building expertise. The bibliography contains classic works in the field.


This manual is strong in its coverage of paper, magnetic media, photographs, and other special media.


A national directory of sources for disaster recovery arranged by type of supplies or services and then by telephone area code.


A creative account and a classic in the field of disaster recovery. This should be read by everyone before undertaking disaster planning.


A succinct and practical approach to disaster planning. Every planning committee should read it first before undertaking the task.


A directory of mostly Pennsylvania sources for disaster recovery, arranged by type of supplies or services.


A comprehensive manual on how to write a disaster plan, complete with helpful forms and reference information.