



# SCEMD

## South Carolina County Predisaster Recovery Planning Guide

### Introduction

Recovery is often the longest, most complex phase of emergency management. This planning guide is designed to help South Carolina counties prepare for recovery by developing predisaster recovery plans that engage community stakeholders and outline an organizational framework for comprehensive local recovery efforts. The South Carolina Emergency Management Division (SCEMD) developed this guide primarily for regional and county emergency manager use. This guide draws on existing local recovery plans and the experiences of emergency managers throughout the state.

### How to Use This Guide

This document includes recommendations for organizing the predisaster recovery planning process and a county predisaster recovery plan template. The template has placeholder text between [brackets] and embedded notes about how county leaders can modify sections to fit their jurisdiction's needs.

### Organizing the Planning Process

A predisaster recovery plan provides communities with a framework for efficiently and equitably managing recovery following a disaster. The process for developing this type of plan varies across communities based on political will and the availability of resources (e.g., staff time and money) of the emergency management community and other stakeholders, including elected officials, county leadership, and voluntary organizations. Below are recommendations for a streamlined planning process, which can be expanded to involve additional stakeholders and planning tasks as needed.

**Review existing plans and determine objectives.** Before developing or updating a predisaster recovery plan, review existing planning documents and consider the questions below. Consider a kick-off meeting with the county emergency manager, local staff assigned to the project, the SCEMD Regional Emergency Manager (REM), the SCEMD recovery planner, and/or other interested parties to discuss the county's objectives for the plan update and provide context from other areas of the state.

1. Does the jurisdiction currently plan for recovery activities? If so, where are plan(s) located, and how can they be more useful?
2. Review the county's risk assessment. Which hazards are most likely to result in the need for coordinating recovery activities and resources?
3. What are the jurisdiction's operational priorities for recovery?
4. Review after-action reports from prior incidents, if available. Are there lessons from recent events that should be addressed in a plan or plan update?
5. What will be the recovery plan's relationship to the Emergency Operations Plan (EOP)? Will it be an EOP annex or a standalone document?
6. What is the level of interest from county leadership in recovery planning?
7. Are financial resources available for recovery planning?
8. Who will lead the planning process and plan development? What support can SCEMD provide? Who will be on the core planning team?
9. What sort of plan will be feasible for the jurisdiction to update on a regular basis?

**Identify stakeholders and draft the base plan.** An inclusive planning process is recommended to develop a recovery plan that supports multi-organizational coordination to meet a broad set of community needs in recovery. The planning team can start a list of key stakeholders by identifying organizations involved in past recovery activities and those in charge of specific recovery operations (e.g., damage assessment, debris management, social services, and financial record-keeping). To better plan for future catastrophic events with unknown consequences, consider adding stakeholders with knowledge of infrastructure, housing, health and social service networks, natural and cultural resources, and economic recovery. See pages 29-32 of the Federal Emergency Management Agency (FEMA) [Pre-Disaster Recovery Planning Guide for Local Governments](#) for organizations to consider.

Resources for drafting a predisaster recovery base plan include the template below and documents in the "Additional Planning Resources" section at the end of this document. Regardless of its source, every predisaster recovery plan draft should be modified to fit local needs and socialized with community stakeholders. Stakeholders identified above may be called on to review a draft recovery plan and provide input for updating operational attachments. Engaging stakeholders in the planning process generally results in better planning documents and provides opportunities to strengthen community relationships and educate partners about disaster recovery.

**Finalize the plan. Train and exercise.** After the predisaster recovery plan has been reviewed by key stakeholders, approved, and published, it should be incorporated into regular trainings and validated through exercise. Workshops can be used to ensure stakeholders are familiar with the plan and understand their roles in local recovery. Tabletop exercises can be useful settings to discuss roles and responsibilities given a particular scenario and identify capability gaps through different phases of recovery. SCEMD can support training and exercises upon request.

# Predisaster Recovery Plan Template

## [County] RECOVERY PLAN

[Date]

### I. INTRODUCTION

- A. Disaster recovery is the act of restoring the community to predisaster or “new normal” conditions. Recovery starts with activities to restore vital life support systems and extends through the rebuilding and redevelopment process. Short-term recovery overlaps with the response phase, and long-term recovery incorporates the principles of hazard mitigation.
- B. Recovery requires input and participation from the whole community. Local, state, and federal governments, voluntary organizations, businesses, civic groups, and residents bring different interests and resources to the disaster recovery process. Strong coordination among stakeholders can improve recovery outcomes.
- C. Recovery is a locally driven process. State resources may become available if a community has exceeded its capabilities to recover, and federal resources may become available if resources needed are beyond the state’s ability to provide support. Establishing recovery priorities and conducting recovery operations are the responsibility of local communities regardless of the availability of state and federal resources.
- D. The [County] Recovery Plan is consistent with the South Carolina Recovery Plan and the National Disaster Recovery Framework (NDRF). The state and federal plans exist to coordinate resources to support local recovery goals.

*<Note: The [NDRF](#) is the national framework designed to support effective recovery in disaster affected communities. The framework identifies the following recovery core capabilities: Planning, Public Information and Warning, Operational Coordination, Economic Recovery, Health and Social Services, Housing, Infrastructure Systems, and Natural and Cultural Resources. The Recovery Support Functions (RSFs) described in the NDRF are the organizational structures through which federal agencies develop recovery core capabilities and coordinate resources. The [South Carolina Recovery Plan](#) uses a modified RSF structure to organize state agencies and other stakeholders. A community may elect to further modify the NDRF RSF structure or use an entirely different organizational framework. This is discussed in more detail in this template’s “Concept of Operations” section.>*

## II. PURPOSE

- A. Establish a recovery framework that supports local primacy and facilitates coordination among stakeholders from response through long-term recovery.
- B. Outline short-term, intermediate, and long-term recovery activities and identify coordinating agencies. Recovery processes include sharing and managing information, accessing and delivering federal disaster assistance, coordinating with voluntary organizations, and utilizing local Recovery Support Functions (RSFs) to guide long-term recovery.

*<Note: Predisaster recovery plans, like the one outlined here, are designed to broadly guide those tasked with managing recovery at the local level. Detailed tactical plans and Standard Operating Procedures (SOPs) may be developed as needed. After a disaster has occurred, a community may develop a postdisaster recovery plan with specific recovery priorities and projects to address the known consequences of a particular disaster.>*

## III. SCOPE

- A. The [County] Recovery Plan is a scalable recovery framework to guide recovery efforts of varying levels of complexity after a hazard occurrence that causes significant damage.
- B. The [County] Recovery Plan is an appendix to the [County] Emergency Operations Plan (EOP). This recovery plan applies to all departments and agencies with a role in the recovery process.

*<Note: This particular plan template is situated within an EOP because it focuses on the transition from response to short-term and long-term recovery. A community may elect to develop a standalone predisaster recovery plan or position recovery information within another community planning document, such as a local comprehensive plan. Regardless of its placement, every predisaster recovery plan should be consistent with the county's EOP, continuity of operations (COOP) and continuity of government (COG) plans, hazard mitigation plan, comprehensive plan, land use ordinances and development regulations, and other regional or local plans in the areas of infrastructure, economic development, and housing.>*

## IV. ASSUMPTIONS

- A. Disasters may result in short-term and long-term impacts to a community's economy, housing stock, health and social service networks, infrastructure systems, and natural and cultural resources. Interdependencies across community lifelines add complexity to recovery efforts.

- B. Following a major disaster that overwhelms [County]’s ability to provide resources to facilitate effective and efficient recovery, state and federal assistance may be available based on the magnitude and scope of a disaster.
- C. Community recovery is a long-term process extending beyond the timeframe of most disaster response and assistance programs. This timeframe is measured in years or decades.
- D. Deviation from operational concepts identified in this plan may be necessary based on the environment or conditions.

**V. SITUATION**

- A. Multiple natural and man-made hazards threaten [county]. Potential hazards are described in [jurisdiction’s hazard mitigation plan].
- B. Disasters often exacerbate a community’s existing challenges, making recovery operations longer and more complex. See Attachment [X] for a [county] community profile organized by recovery core capabilities.

*<Note: A brief assessment of the community’s demographics and existing capabilities could help the recovery planning team identify potential barriers to efficient and equitable recovery. A community profile may also help local leaders quickly identify and communicate recovery needs to outside stakeholders in a postdisaster environment.>*

**VI. PHASES OF RECOVERY**

- A. Recovery is divided into three broad phases: short-term, intermediate, and long-term recovery. There is significant overlap between phases, and activities may not occur sequentially following an actual event.

*<Note: See page 5, Figure 1 in the [NDRE](#) for more information on the recovery continuum.>*

- B. Short-term recovery lasts days to weeks following a disaster. This phase overlaps emergency response and focuses on meeting the community’s immediate needs. Priorities include but are not limited to:
  1. Assessing immediate emergency and recovery needs, and requesting state/regional assistance as needed. See Attachment [X]: [jurisdiction’s mutual aid protocols].
  2. Providing sheltering and supporting survivors’ transition from temporary shelter into longer-term shelter solutions.
  3. Providing essential services including law enforcement, security, fire service, search and rescue, medical assistance, public health, and food safety.

4. Clearing debris from primary transportation routes, debris removal, and general cleanup. See Attachment [X]: [jurisdiction's debris management plan].
  5. Assessing damage to homes, business, agriculture, critical infrastructure, lifelines, supply chains, and services. See Attachment [X]: [jurisdiction's damage assessment SOP].
  6. Restoring critical functions, services, infrastructure, and facilities.
  7. Coordinating with the State Joint Information Center (JIC) and/or local, state, and federal Public Information Officers (PIOs) to provide the public with timely, accurate, and consistent information.
  8. Coordinating with voluntary agencies and volunteers, including unaffiliated ones, to assist disaster survivors. See Attachment [X]: [jurisdiction's volunteer reception and management SOP].
  9. Coordinating the intake, storage, and distribution of essential commodities, including food and water, and donated goods. See Attachment [X]: [jurisdiction's points of distribution (POD) plan] [and/or] Attachment [X]: [jurisdiction's neighborhood distribution and information points SOP]
  10. Coordinating with state and federal partners to access federal disaster recovery resources as needed. See Attachment [X]: Accessing Federal Disaster Recovery Assistance.
  11. Tracking finances and documenting disaster-related expenditures.
- C. Intermediate recovery lasts weeks to months following a disaster. This phase builds on the progress made during short-term recovery and focuses on meeting the community's needs. Priorities include but are not limited to:
1. Supporting disaster survivors in the transition from short-term to long-term shelters, and planning for long-term housing options. See Attachment [X]: [jurisdiction's disaster housing plan].
  2. Reuniting displaced disaster survivors with support systems and essential health and social services.
  3. Facilitating re-entry of displaced residents and businesses into affected areas when safe to do so. See Attachment [X]: [jurisdiction's re-entry plan].

4. Coordinating with local leadership and community stakeholders to scope long-term recovery priorities and request additional state or federal assistance if needed.
  5. Coordinating with the JIC and/or local, state, and federal PIOs to provide the public with timely, accurate, and consistent information about disaster assistance and the status of community recovery.
  6. Continuing short-term recovery activities, including coordinating volunteers, distributing donated goods and essential commodities, and removing debris.
- D. Long-term recovery lasts months to years following a disaster. This phase prioritizes returning the community to its predisaster condition to the degree possible, while incorporating principles of mitigation and resilience. Priorities include but are not limited to:
1. Redeveloping and revitalizing damaged area(s).
  2. Restoring public infrastructure and facilities.
  3. Implementing long-term housing strategies.
  4. Addressing economic recovery and continuity of business for private industry.
  5. Restoring health and social service networks and addressing public health and food safety concerns.
  6. Addressing recovery of natural and cultural resources.
  7. Identifying and implementing mitigation strategies, plans, and projects.
  8. Providing timely, accurate, and consistent public messaging regarding recovery.

*<Note: Priorities within each phase of recovery may vary based on a jurisdiction's specific needs. Communities are encouraged to develop SOPs or other operational guidance for high priority recovery activities that are consistent across disasters.>*

## **VII. CONCEPT OF OPERATIONS**

- A. [County] is responsible for coordinating recovery efforts.
- B. Organizational structure of recovery
  1. [County] Emergency Support Functions (ESFs)

- a. The [County] Recovery Plan is activated during a full activation of the county Emergency Operations Center (EOC) or upon the request of the County Emergency Manager.

*<Note: A community may choose to designate another official and/or identify specific triggers for activating all or part of the predisaster recovery plan.>*

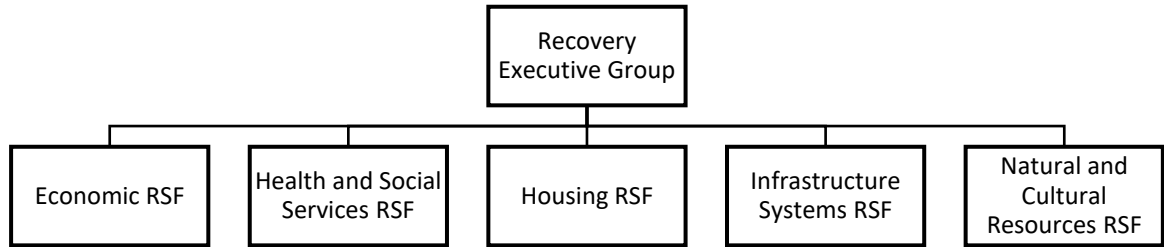
- b. The [county] EOC will continue coordinating and facilitating activities as operations move from response to short-term recovery. Some ESFs have short-term recovery responsibilities, which are described in the EOP.

*<Note: Some recovery activities may be outlined elsewhere in the EOP. For example, ESF 6 may have existing plans for sheltering and transitioning clients into longer-term housing solutions. When possible, ESF specific plans related to recovery should be referenced in the predisaster recovery plan.>*

## 2. [County] Recovery Support Functions (RSFs)

- a. This plan establishes six [County] RSFs to facilitate coordination among stakeholders and improve access to resources throughout all phases of recovery. RSFs are similar to ESFs but are broader in scope and have a longer outlook.
- b. [County] RSFs:
  - (1) Recovery Executive Group
  - (2) Economic RSF
  - (3) Health and Social Services RSF
  - (4) Housing RSF
  - (5) Infrastructure RSF
  - (6) Natural and Cultural Resources RSF
- c. [County] RSFs mirror state and federal RSFs to improve local, state, and federal coordination throughout recovery. Federal RSFs may be activated following a disaster. State RSFs and County RSFs are standing groups with varying levels of activity depending on recovery needs of a specific event.
- d. The structure of [County] RSFs are shown in Figure 1. The members, purpose, and primary responsibilities of each RSF are described later in this section.





- e. One or more [County] RSFs may be integrated into the [County] EOC at the discretion of the County Emergency Manager to smooth transition from response to recovery.
- f. [County] RSFs meet annually to plan recovery coordination and review this plan. Meetings are called by the [County Emergency Manager or other official].

*<Note: The NDRF recommends local government leaders appoint a Local Disaster Recovery Manager (LDRM) “to organize, coordinate, and advance the recovery at the local level” (NDRF, page 16). Recognizing that local recovery is often a complex, tedious process that may overwhelm an individual who is not sufficiently supported by a broader organizational structure, this template proposes local RSFs to help the LDRM identify priorities and coordinate resources throughout long-term recovery. The particular RSF structure outlined in this template is similar to that found in the South Carolina Recovery Plan.>*

*As noted in this template’s Introduction, a community may choose to further modify the NDRF RSF structure or use an entirely different organizational framework. Communities looking for a simplified organizational structure for local recovery may consider identifying an LDRM and supporting recovery coordination team that includes subject matter experts from a wide range of disciplines. Regardless of how a community decides to organize recovery, it is recommended that each jurisdiction identify and engage with community stakeholders who will be able to build capacity and set local priorities across each of the recovery core capabilities.>*

- 3. [County or regional] Long-Term Recovery Group (LTRG)
  - a. During response and short-term recovery, [ESF 18 or designated organization responsible for coordinating donated goods and volunteers within a jurisdiction] coordinates volunteers and donated goods. Depending on the severity of the event and available resources, this may involve organizing volunteer reception centers, warehousing and distributing donated goods, managing financial contributions, and connecting impacted residents to disaster services. As recovery progresses into intermediate and long-term phases, some of these activities may transition to an LTRG.

- b. LTRGs bring together representatives from faith-based, non-profit, government, for-profit business, and other organizations to assist individuals and families recovering from disasters. Representatives from [County] departments, including [County Emergency Management Department], may be involved as representatives to the LTRG but generally do not assume leadership roles.
- c. The current [County or regional] LTRG formed in [date formed] to advance recovery efforts following [disaster]. The organizational structure and members are below.

Long-Term Recovery Group	
Lead Organization/Chairperson	X
Fiscal Agent	X
Participating Organizations	X

*<Note: Communities that do not have active LTRGs should consider working with local VOADs to identify a lead organization, fiscal agent, and potential participants. Identifying key roles within an LTRG before a disaster can help the LTRG establish itself faster and more efficiently following a disaster.>*

- d. LTRGs focus on survivors’ recovery needs from a specific disaster. As recovery operations conclude, LTRG members may transition into a local or regional Voluntary Organizations Active in Disaster (VOAD) or similar human services network. South Carolina VOAD and the National VOAD support LTRGs and VOADs by fostering connections between partners and offering resources for managing services.

C. [County] RSF purpose, responsibilities, and members

1. Recovery Executive Group

- a. The purpose of the Recovery Executive Group is to coordinate recovery resources and make policy decisions in support of recovery objectives.
- b. The [County] Administrator may appoint a Local Disaster Recovery Manager (LDRM) to lead the Recovery Executive Group and overall recovery efforts in the county. If appointed, the LDRM will serve as the point of contact for the State Disaster Recovery Coordinator (SDRC) and Federal Disaster Recovery Coordinator (FDRC).
- c. If an LDRM is not appointed, the County Administrator will coordinate recovery efforts with the support of the Recovery Executive Group.

- d. The Recovery Executive Group is responsible for community planning and capacity building, and coordinating public information about recovery.
- e. Responsibilities of the Recovery Executive Group include but are not limited to:
  - (1) Identify recovery priorities and develop strategies for meeting recovery outcomes. Include other RSFs and the whole community in this process.
  - (2) Communicate local recovery priorities locally and to the SDRC/FDRC.
  - (3) Develop a unified communication strategy with the JIC and/or local, state, and federal PIOs to provide consistent messaging regarding recovery programs and activities.
  - (4) Promote and enhance multi-jurisdictional coordination.

*<Note: LTRGs and local RSFs may work in similar areas, such as housing and/or social services, but with different objectives. LTRGs focus on meeting the needs of individuals and families while RSFs help shape policy and coordinate allocation of resources by identifying recovery priorities and projects for the entire community. LTRGs and RSFs may both be active during short-term, intermediate, and long-term phases of recovery, depending on disaster impacts.>*

Recovery Executive Group ( <b>EXAMPLE</b> )	
Coordinating Agency	County Administrator
Supporting Agencies	County Emergency Management Director County Attorney County Finance and Human Resources County Economic Development Commission County Public Information Officer County Business Service Department Director County Geographic Information Systems / Information Technology Representatives from other RSFs Municipal representatives Regional Council of Governments
Related ESFs	ESF 5: Information and Planning ESF 7: Resource Support ESF 14: Long-Term Community Recovery and Mitigation ESF 15: Public Information

## 2. Economic RSF

- a. The purpose of the Economic RSF is to return economic and business activities to a healthy state. New business opportunities that result in an economically viable community should be developed.
- b. Responsibilities of the Economic RSF include but are not limited to:
  - (1) Assess impacts to workers, businesses and the local economy.
  - (2) Identify and communicate economic recovery priorities. Develop and implement strategic plans for economic recovery needs.
  - (3) Coordinate with state and federal partners to obtain necessary resources to sustain and rebuild businesses and employment.
  - (4) Oversee the county's efforts in applying for, receiving, and documenting disaster assistance to support businesses and workers.
  - (5) Work with impacted areas to develop economic opportunities.
  - (6) Coordinate with the Infrastructure RSF to identify infrastructure resilience-building opportunities during recovery.

*<Note: If agriculture, forestry, and/or fisheries are an important part of the local economy, consider including priorities and partners from those industries in the Economic RSF.>*

<b>Economic RSF (EXAMPLE)</b>	
Coordinating Agency	County Economic Development Agency
Support Agencies	County Recreation Department Chambers of commerce Professional and trade associations Hospitals, manufacturing plants, other major employers Universities and technical colleges SC Small Business Development Center SC Works Center Agriculture, forestry, coastal resources partners (e.g., U.S. Department of Agriculture, SC Forestry Commission, Clemson University Cooperative Extension Service, South Carolina Sea Grant, Consortium, County Soil and Water Conservation District)
Related ESFs	ESF 5: Information and Planning ESF 14: Long-Term Community Recovery and Mitigation ESF 15: Public Information ESF 17: Agriculture and Animals ESF 18: Donated Goods and Volunteer Services ESF 24: Business and Industry

### 3. Health and Social Services RSF

- a. The purpose of the Health and Social Services RSF is to coordinate and monitor the restoration and improvement of health and social services capabilities and networks to promote the resilience, independence, health, and well-being of the whole community.
- b. Responsibilities of the Health and Social Services RSF include but are not limited to:
  - (1) Assess community health and social service needs, prioritize those needs, and develop a recovery timeline.
  - (2) Restore health and social services, and address public health and food safety concerns.
  - (3) Improve the resilience and sustainability of the health care system and social service capabilities.
  - (4) Coordinate with federal, state, and local PIOs to share information about crisis counseling and other services.

Health and Social Services RSF <b>(EXAMPLE)</b>	
Coordinating Agency	County Emergency Management Department
Support Agencies	County Emergency Medical Services County Fire and Rescue County Public Information Office County Coroner County Sheriff's Office American Red Cross The Salvation Army Clemson University Cooperative Extension Service SC Department of Social Services county office SC Department of Health and Environmental Control Regional Health Care Coalitions <i>&lt;Note: Include hospitals or providers not involved with the coalition.&gt;</i> SC Department of Health and Environmental Control Environmental Affairs Regional Office SC Department of Agriculture
Related ESFs	ESF 5: Information and Planning ESF 6: Mass Care ESF 8: Health and Medical Services ESF 10: Hazardous Materials ESF 11: Food Services ESF 12: Energy and Utilities ESF 14: Long-Term Community Recovery and Mitigation ESF 15: Public Information ESF 18: Donated Goods and Volunteer Services

4. Housing RSF

- a. The purpose of the Housing RSF is to coordinate and facilitate the delivery of resources to implement housing solutions that support the needs of the whole community and contribute to its sustainability and resilience.
- b. Responsibilities of the Housing RSF include but are not limited to:
  - (1) Assess preliminary housing impacts and predisaster and postdisaster needs, identify available options for temporary housing, and support the development of local plans for permanent housing.
  - (2) Support community resiliency by working with private sector partners to support housing solutions that are available, affordable, accessible, attainable, and meet acceptable quality standards for residents in need of sustainable, permanent housing.
  - (3) Promote integration of disaster mitigation measures into community design and development to improve disaster resilience.

Housing RSF <i>(EXAMPLE)</i>	
Coordinating Agency	County Administrator
Supporting Agencies	County Emergency Management Department County Public Information Office County Building Inspection Department and Permits County Public Works Department County Geographic Information Systems / Information Technology Local housing authority Local or regional water system American Red Cross The Salvation Army Housing non-profits (e.g., local Habitat for Humanity affiliate) Neighborhood associations Realty organizations Homebuilder associations Regional Council of Governments Regional Continuum of Care SC Department of Social Services county office
Related ESFs	ESF 5: Information and Planning ESF 6: Mass Care ESF 7: Resource Support ESF 11: Emergency Food Services ESF 14: Long-Term Community Recovery and Mitigation ESF 15: Public Information ESF 18: Donated Goods and Volunteer Services

5. Infrastructure Systems RSF

- a. The purpose of the Infrastructure Systems RSF is to facilitate the restoration of infrastructure systems and services to support a viable, sustainable community and improve resilience to and protection from future hazards.
- b. Responsibilities of the Infrastructure Systems RSF include but are not limited to:
  - (1) Facilitate the restoration and sustainment of essential services (public and private) to maintain community functionality.
  - (2) Monitor disaster-specific events and activities to create a timeline for developing, redeveloping, and enhancing community infrastructure to contribute to resilience, accessibility, and sustainability.
  - (3) Provide systems that meet community needs while minimizing service disruption during restoration within the specified timeline in the postdisaster recovery plan.
  - (4) Identify mitigation and infrastructure resilience-building opportunities, including those that leverage innovative and green technologies.

Infrastructure Systems RSF <b>(EXAMPLE)</b>	
Coordinating Agency	County Public Works Department
Supporting Agencies	County Emergency Management Department County Building Inspection Department and Permits County Public Information Office County Sheriff’s Office Regional water system Regional contacts for power companies Regional contacts for telecommunications providers SC Department of Transportation regional office
Related ESFs	ESF 1: Transportation ESF 2: Communications ESF 3: PW and Engineering ESF 5: Info and Planning ESF 12: Energy and Utilities ESF 14: Long-Term Community Recovery and Mitigation ESF 15: Public Information ESF 16: Emergency Traffic Management

6. Natural and Cultural Resources RSF

- a. The purpose of the Natural and Cultural Resources RSF is to support the protection of natural and cultural resources and historic properties through appropriate response and recovery actions to preserve, conserve, rehabilitate, and restore

them consistent with postdisaster community priorities and in compliance with applicable environmental and historical preservation laws and executive orders.

- b. Responsibilities of the Natural and Cultural Resources RSF include but are not limited to:
- (1) Facilitate measures to protect, stabilize, and assist in the recovery of culturally and historically significant records, artifacts, buildings, structures, objects, and sites.
  - (2) Conduct and assist in preliminary assessments of the impacts to natural and cultural resources. Identify protections and stabilization and mitigation measures that need to be in place through recovery.
  - (3) Develop a timeline that includes consideration of available human and budgetary resources for addressing these impacts in a sustainable and resilient manner.
  - (4) Support and promote the preservation and restoration of natural and cultural resources as part of overall community recovery.

Natural and Cultural Resources RSF <i>(EXAMPLE)</i>	
Coordinating Agency	County Recreation Department
Supporting Agencies	County Emergency Management Department County Public Information Office County Fire Rescue County Soil and Water Conservation District County or regional library system Museums and cultural institutions Historical societies Environmental groups Regional contacts for state agencies (e.g., SC Department of Health and Environmental Control, SC Forestry Commission, SC Department of Natural Resources, SC Department of Parks, Recreation and Tourism)
Related ESFs	ESF 4: Firefighting ESF 5: Information and Planning ESF 10: Hazardous Materials ESF 14: Long-Term Community Recovery and Mitigation ESF 15: Public Information ESF 17: Agriculture and Animals

## VIII. ROLES AND RESPONSIBILITIES



*<Note: This section can be used to summarize the recovery roles and responsibilities of RSFs or individual county departments and local organizations, depending on what is most useful to the jurisdiction.>*

## **IX. PLAN MAINTAINANCE**

- A. The [County Emergency Management Department] will review this plan annually or as necessary following a drill, exercise, or actual event.
- B. Not all annual reviews will result in a total plan revision. Changes and updates will include lessons learned from previous events.

## **X. AUTHORITIES AND REFERENCES**

### **A. Local**

- 1. [County or Regional Hazard Mitigation Plan]
- 2. [County Emergency Operations Plan]
- 3. [County Comprehensive Plan]
- 4. [Local ordinances related to recovery activities, including local succession]

### **B. State**

- 1. South Carolina Code of Laws, Title 25, Chapter 1, Article 4; Sections 25-1-420 through 460 (Emergency Powers Act).
- 2. SC Code of Regulations, Regulations 58-1 (Local Emergency Management Standards) and 58-101(State Emergency Management Standards)
- 3. Governor's Executive Order 2003-12
- 4. South Carolina State Recovery Plan
- 5. South Carolina Recovery Grants
- 6. South Carolina Multi-Agency Shelter Transition Team & Shelter Transition Task Force Plan, 2020

### **C. Federal**

- 1. Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended, 42 U.S.C. §§ 5121-5207, and Related Authorities
- 2. Code of Federal Regulations (CFR), Title 44, as amended (Emergency Management and Assistance)
- 3. National Response Framework (NRF), October 2019
- 4. National Disaster Recovery Framework (NDRF), June 2016
- 5. FEMA PDA Guide, May 2020
- 6. FEMA PDA Pocket Guide, May 2020
- 7. FEMA Public Assistance Program and Policy Guide, June 2020
- 8. FEMA Individual Assistance Program and Policy Guide, January 2019
- 9. FEMA Public Assistance Debris Management Guide, July 2007

## **XI. ATTACHMENTS**

- A. Attachment X: County Community Profile
- B. Attachment X: Mutual Aid Protocols
- C. Attachment X: Damage Assessment SOP
- D. Attachment X: Debris Management Plan
- E. Attachment X: Volunteer Reception and Management SOP
- F. Attachment X: Points of Distribution Plan
- G. Attachment X: Neighborhood Distribution and Information Points SOP
- H. Attachment X: Accessing Federal Disaster Recovery Assistance
- I. Attachment X: Disaster Housing Strategy
- J. Attachment X: Re-entry Plan

*<Note: This above list of attachments should be modified based on local recovery priorities.>*

## [County] Recovery Plan Attachment [X]

### Accessing Federal Disaster Recovery Assistance

#### I. INTRODUCTION

- A. [County] disaster recovery may be supported through federal recovery assistance programs, which may become available if local and state capabilities have been overwhelmed.
- B. Federal disaster recovery assistance programs include Public Assistance (PA), Individual Assistance (IA), and Hazard Mitigation Grant Program (HMGP) from the Federal Emergency Management Agency (FEMA) and disaster loans from the U.S. Small Business Administration (SBA).

#### II. PURPOSE

Outline [County]'s role in requesting and supporting delivery of federal disaster assistance programs.

#### III. CONCEPT OF OPERATIONS

- A. Damage assessments and the federal disaster declaration process
  - 1. As soon as practicable following a hazard event, [County] and municipal governments conduct initial damage assessments to determine and record infrastructure and residential damage. [County] damages are recorded using [damage assessment method used by jurisdiction].
  - 2. The [County Emergency Manager or designee] compiles residential and business damages and coordinates with potential PA applicants to gather infrastructure damages and completed emergency work. See Attachment [X]: PA Applicants. This is the Local Initial Damage Assessment (LIDA).
  - 3. The [County Emergency Manager or designee] reports LIDA information to South Carolina Emergency Management Division (SCEMD) recovery staff and/or the Regional Emergency Manager (REM). The process of reporting LIDA information to SCEMD begins as soon as accurate information is available and continues until all local initial damage assessment activities are complete.
  - 4. Information collected during LIDA may include, as applicable based on the incident:
    - a. Description and estimated cost of damages to public infrastructure grouped by FEMA's PA work categories (Categories A-G), including information about potential insurance coverage for damages, if available.

- b. Total estimated quantity of debris.
  - c. Total estimated costs associated with the performance of emergency work.
  - d. Total number of damaged residences within each of FEMA's IA damage categories (Affected, Minor, Major, Destroyed, Inaccessible), including information about potential insurance coverage for damages if available.
  - e. Total number of businesses and residences that have 40% or more of uninsured or underinsured losses.
5. SCEMD compiles LIDA information to determine if federal assistance through FEMA and/or the SBA should be requested. If the need exists, SCEMD requests Joint Preliminary Damage Assessments (JPDAs) or SBA damage surveys, the processes through which FEMA and the SBA review and validate LIDA information.
  6. JPDA teams are scheduled by [County Emergency Manager or designee] to include representatives from [County], affected municipalities and/or utilities, SCEMD, FEMA and/or SBA.
  7. The goal and process of JPDAs depends on the type of federal assistance under consideration. See FEMA's [PDA Guide](#) and [PDA Pocket Guide](#) for information about JPDAs and supporting documentation.
    - a. JPDAs for PA involve reviewing available disaster cost documentation from all potential applicants and reaching agreements on costs associated with infrastructure damages, debris, and emergency work.
    - b. JPDAs for IA involve validating and recording the level of damage to residences and anticipated insurance coverage.
    - c. SBA damage surveys involve validating uninsured losses to homes and businesses. If JPDAs for IA occur, SBA damage surveys are generally integrated into the process. If JPDAs for IA do not occur, damage surveys may be conducted separately.
  8. SCEMD provides completed JPDA information to the Governor. If JPDA information suggests local and state capabilities have been overwhelmed, the Governor may request Presidential authorization of disaster assistance through the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act).
  9. There are three primary types of federal disaster declarations:

- a. An emergency declaration may include Direct Federal Assistance (DFA), PA Emergency Work (Categories A-B only), and certain programs within IA.
  - b. A major disaster declaration may include DFA, PA Emergency Work (Categories A-B), PA Permanent Work (Categories C-G), certain IA programs, SBA disaster loans, and HMGP. A major disaster declaration will specify which program(s) are available in a county.
  - c. An SBA administrative declaration includes SBA disaster loans for physical damages and economic injury for the primary and contiguous counties. Certain SBA loan assistance is automatically made available if a county has been included in a major disaster declaration.
10. The type of federal disaster assistance a county receives depends on if certain state and county thresholds have been met, and demonstration of need.
- a. To be eligible for PA under a major disaster declaration, the state and county must both meet a threshold based on damages per capita. [County]'s PA threshold can be found on the [SCEMD website](#).
  - b. There are no defined state or county thresholds for IA under a major disaster declaration. FEMA considers the following factors when reviewing a major disaster declaration request that includes IA:
    - (1) State fiscal capacity and resources availability
    - (2) Uninsured home and personal property losses
    - (3) Disaster impacted population profile
    - (4) Impact to community infrastructure
    - (5) Casualties
  - c. The threshold for a SBA physical disaster administrative declaration is at least 25 homes and/or businesses with at least 40% uninsured or underinsured losses. The percentage of loss is calculated based on the assessed value of the property and/or contents. SBA Economic Injury Disaster Loans (EIDL) may be available with the Governor's Certification that five businesses in a disaster area have suffered substantial economic injury.
11. The timeline and process of requesting federal disaster assistance can vary based on the size and severity of the disaster. Following catastrophic events, field damage assessments may not be required to demonstrate the need for federal assistance. The Governor's request for assistance may be submitted prior to completion of JPDA's.
12. Following particularly severe or widespread disasters, communities may need enhanced federal coordination and recovery assistance beyond what is provided

through the Stafford Act. If damage assessments suggest communities need enhanced federal support, SCEMD initiates an Advance Evaluation (AE) with local, state, and federal partners. The purpose of the AE is to evaluate disaster impacts against a community's capacity to recover using existing local, state, and federal resources. The AE determines the need to activate federal RSFs. A subsequent Mission Scoping Assessment (MSA) with federal RSF representatives helps state and federal agencies determine the type of assistance federal RSFs will provide.

## B. Public Assistance (PA) program delivery

1. FEMA's PA grant program reimburses a portion of money eligible applicants spend on debris removal, emergency protective measures, and the repair/restoration of public infrastructure damaged during a disaster. Eligible applicants include state and local governments, and certain private non-profit (PNP) organizations that serve essential public functions. Information on the PA program can be found at [SCRecoveryGrants.org](https://www.fema.gov/sc-recovery-grants) and in FEMA's [PA Program and Policy Guide \(PAPPG\)](#). Submit questions to [PA@emd.sc.gov](mailto:PA@emd.sc.gov).
2. The PA process outlined below can take roughly three years to complete. Unless otherwise noted, the individual PA applicant is the responsible party.
  - a. **Document Work and Follow Established Procedures:** Successful PA reimbursement relies on the accurate and complete documentation of damages and work performed and compliance with certain procedures. As soon as emergency protective measures, debris removal, and/or other potentially eligible PA activities begin, all potential PA applicants document who did what, when, where, and how. Personnel working the disaster follow established policies and procedures, including procurement policies, pay policies, and debris management procedures.
  - b. **Assess Damages and Request Federal Disaster Declaration:** The process for assessing damages and requesting a federal disaster declaration for PA is described in the previous section. The [County Emergency Manager or designee] is responsible for coordinating with eligible PA applicants within the county to compile initial damage assessment information and complete JPDA's for PA.
  - c. **Attend an Applicant Briefing:** Immediately following a PA declaration, SCEMD schedules Applicant Briefings with potential PA applicants to discuss the grant program, application process, and relevant policy changes. Representatives with signing authority and those who will handle the administrative work of the PA application are encouraged to attend the briefing. The [County Emergency Manager or designee] supports this process by notifying potential PA applicants within the county of the Applicant Briefing schedule.

- d. **Submit a Request for Public Assistance (RPA):** Within 30 days of the disaster declaration, PA applicants submit a Request for Public Assistance (RPA) to FEMA through [Grantee.fema.gov](https://www.fema.gov/grantee). All potentially eligible PA applicants are encouraged to submit an RPA; there is no penalty for withdrawing an RPA at a later date.
- e. **Complete the Exploratory Call (EC), Damage Inventory (DI), and Recovery Scoping Meeting (RSM):** After FEMA approves an applicant's RPA, FEMA schedules an Exploratory Call (EC) and a Recovery Scoping Meeting (RSM) to discuss specific damages and priorities. FEMA, SCEMD, and the PA applicant's representative handling the administrative work participate in these meetings. The driving document during this phase is a Damage Inventory (DI) capturing all disaster-related damage identified by the PA applicant. PA applicants must complete the DI within 60 days of the RSM.
- f. **Submit Project Worksheet(s) (PWs):** Working with FEMA and SCEMD, PA applicants create and submit Project Worksheets (PWs) documenting the eligible facility, work, cost of repairs, and any hazard mitigation efforts to be included in the projects. PWs go through a series of state and federal reviews, including those for insurance, hazard mitigation, and environmental and historic preservation, depending on the specific project.
- g. **Obligate and Disburse Funds:** After FEMA and SCEMD approve an applicant's PW, FEMA obligates money to the state. After a funding agreement is completed between SCEMD and the PA applicant and the eligible work is completed in accordance with the approved scope of work, the state can disburse funds to the PA applicant. For large projects (those which exceed an annually-established threshold, available on the [SCEMD website](#), which for Federal Fiscal Year (FFY) 2021 is \$132,800), applicants must submit additional documentation and a Request for Reimbursement (RFR) to SCEMD in order to receive funding.
- h. **Closeout:** Grant closeout involves monitoring work completion, reconciling final costs, closing out projects and applicants, and closing out the disaster grant. PA applicants retain records for three years after closeout.

### C. Individual Assistance (IA) Program Delivery

1. FEMA's IA programs provide direct assistance to individual households and qualified organizations supporting disaster survivors. Information on IA programs can be found in FEMA's [Individual Assistance Program and Policy Guide \(IAPPG\)](#).
2. The IA delivery process outlined below overlaps with response and can take up to two years to complete depending on which programs are made available. This outline focuses on [County]'s role in supporting IA program delivery.

- a. **Support Delivery and Transition of Mass Care Services:** Mass Care and Emergency Assistance (MC/EA) services are often provided before an incident and may run through intermediate recovery. Mass Care activities are coordinated through ESF 6 at the federal, state, and local level. During recovery, a coordinated effort between ESF 6 partners, voluntary organizations, and social service providers may be required to transition residents out of Mass Care services, including congregate shelters. See the [South Carolina Multi-Agency Shelter Transition Team & Shelter Transition Task Force Plan](#) for state-level activities to support the transition of residents out of shelters and into longer-term housing solutions.
- b. **Assess Damages and Request Federal Disaster Declaration:** The process for assessing damages and requesting a federal disaster declaration for IA is described in a previous section. There is no set threshold a state or county must meet to be eligible for IA. The [County Emergency Manager or designee] is responsible for compiling initial damage assessment information and coordinating with SCEMD to complete JPDAs for IA.
- c. **Coordinate Public Information and Provide Operational Support:** After a federal disaster declaration, one or more IA programs may become available. IA programs are delivered by various federal and state agencies that typically provide assistance directly to residents. The [County Emergency Manager, local Public Information Officer (PIO), or other designee] supports IA program delivery by coordinating with the Joint Information Center (JIC) and/or state and federal Public Information Officers (PIOs) to inform the public about the availability and eligibility requirements of IA programs. The [County Emergency Manager or designee] also provides operational support as needed for the following IA programs:
  - (1) Individuals and Households Program (IHP): IHP provides financial assistance and limited services to eligible individuals and households who have uninsured or underinsured losses as a direct result of the disaster. IHP is intended to meet basic needs and supplement disaster recovery efforts; the maximum award for [FFY2021](#) is \$36,000 for housing assistance and \$36,000 for other needs assistance. IHP is typically delivered locally using Disaster Recovery Centers (DRCs) and/or Disaster Survivor Assistance (DSA) teams. Residents can also apply for IHP through FEMA's mobile app, [disasterassistance.gov](https://disasterassistance.gov) or by calling 800-621-3362. At the state level, SCEMD supports IHP delivery.
  - (2) Disaster Legal Services (DLS): DLS provides free legal aid to low income disaster survivors affected by a federally declared disaster. At the state level, the [South Carolina Bar \(SC Bar\)](#) coordinates DLS and typically provides services through a toll-free hotline. SC Bar works closely with [South Carolina Legal Services](#) to



produce educational materials and publicize additional legal assistance available in South Carolina.

- (3) Disaster Unemployment Assistance (DUA): DUA provides unemployment benefits and re-employment assistance services to survivors affected by a federally declared disaster who are ineligible for traditional unemployment benefits. At the state level, the [South Carolina Department of Employment and Workforce \(SCDEW\)](#) coordinates DUA.
  - (4) Crisis Counseling Assistance and Training Program (CCP): CCP provides eligible governments and non-governmental organizations with funding for community-based outreach and psycho-educational services that benefit disaster survivors. At the state level, the [South Carolina Department of Mental Health \(SCDMH\)](#) coordinates CCP.
  - (5) Disaster Case Management (DCM): DCM is a time limited process that promotes partnership between a case manager and a disaster survivor in order to assess and address a survivor's verified disaster-caused unmet needs through a disaster recovery plan. At the state level, the [South Carolina Disaster Recovery Office \(SCDRO\)](#) coordinates DCM and administers the program through [Palmetto Disaster Recovery](#).
- d. **Support Disaster Recovery Centers (DRCs), Disaster Survivor Assistance (DSA) Teams, or Alternative Outreach:**
- (1) After a federal disaster declaration, FEMA may open DRCs and/or staff DSA teams to promote registration for IA programs. The [County Emergency Manager or designee] coordinates with SCEMD to direct DSA teams to impacted areas, and when opening or closing DRCs. The [County Emergency Manager or designee] supports this process by maintaining a list of suitable DRC locations in PalmettoEOC and reviewing information at least annually. More information may be found in the [South Carolina DRC SOP](#) and [South Carolina DSA SOP](#).
  - (2) If FEMA does not open DRCs or field DSA teams, [County] leadership may identify a need for alternative methods of providing residents with recovery information, access to technology, and individualized assistance registering for IA programs. The [County Emergency Manager or designee] is responsible for coordinating locally-led outreach efforts. See SCEMD's Local Disaster Recovery Information and Assistance Outreach Implementation Considerations for guidance.
- e. **Coordinate with Voluntary Agencies:** Voluntary agencies typically provide the first recovery support services and offer assistance after state and federal

recovery programs have ended. At the state and federal level, Voluntary Agency Liaisons (VALs) at FEMA and SCEMD offer expertise for integrating voluntary agencies into recovery processes. South Carolina Voluntary Organizations Active in Disaster (SCVOAD) maintains a [matrix](#) of state-wide voluntary agency capabilities and contacts that may assist with integrating organizations into recovery processes. In [County], ESF 18 is responsible for coordinating voluntary agency activities during response and short-term recovery. The Long-Term Recovery Group (LTRG) coordinates voluntary agency activities during intermediate and long-term recovery.

#### D. Additional federal disaster recovery programs

- a. U.S. Small Business Administration (SBA) Disaster Loans: The SBA offers low-interest loans for physical damages and economic injury to homeowners, renters, and businesses in disaster-affected communities. The process for requesting and applying for SBA loan assistance is integrated into FEMA’s IHP recovery assistance processes. SBA assistance may still be available if a county does not have enough damage to justify a major disaster declaration but has at least 25 homes and/or businesses with at least 40% uninsured or underinsured losses. (See the previous “damage assessments and the federal disaster declaration process” section for more information.) The [County Emergency Manager or designee] supports SBA program delivery by coordinating SBA damage surveys, if needed, and communicating the availability of SBA assistance.
- b. FEMA Hazard Mitigation Grant Program (HMGP): FEMA HMGP may be available after a federally declared disaster. HMGP provides funding to state and local governments to conduct activities that prevent or lessen future disaster losses. At the state level, SCEMD coordinates HMGP and communicates information about the application process through [SCRecoveryGrants.org](https://www.screcoverygrants.org). Submit questions to [Mitigation@emd.sc.gov](mailto:Mitigation@emd.sc.gov). SCEMD may also direct applicants to [additional mitigation programs](#) available in South Carolina.
- c. U.S. Department of Agriculture (USDA) Emergency Farm Loans: The USDA Farm Service Agency (FSA) offers low-interest loans to eligible agricultural producers with disaster-related farm losses. Emergency loans may be available in and around counties included in a federal disaster declaration or through a designation by Secretary of Agriculture. Visit the [USDA FSA website](#) or a [local service center](#) for information on emergency farm loans and other USDA disaster resources.

#### IV. ROLES AND RESPONSIBILITIES

*<Note: In this section outline the roles and responsibilities of county departments and local organizations in accessing federal disaster assistance.>*

## V. RESOURCES

*<Note: Potential attachments include a jurisdiction’s damage assessment SOP, a contact list for potential PA applicants, and a local DRC/IA outreach SOP.>*

### Additional Planning Resources

- Example recovery plans from South Carolina
  - [Beaufort County Disaster Recovery Plan \(2016\)](#)
  - [Dorchester County Disaster Recovery Plan \(2020\)](#)
- Additional planning guidance
  - [FEMA Pre-Disaster Recovery Planning Guide for Local Governments \(2017\)](#)
  - [Georgia Department of Natural Resources, Disaster Recovery and Redevelopment Plans and Planning Guide](#)
  - [Houston Urban Area Security Initiative \(UASI\) Regional Recovery Workgroup “Pre-Disaster Recovery Plan Template” \(2019\)](#)
  - [Post-Disaster Redevelopment Planning: A Guide for Florida Communities \(2010\)](#)