

APPENDIX 7
(SOUTH CAROLINA CIVIL DISTURBANCE PLAN)
TO THE SOUTH CAROLINA EMERGENCY OPERATIONS PLAN

I. INTRODUCTION

- A. As required by state and federal law, South Carolina's policy is to be prepared for any emergency or disaster, including incidents of civil disturbance.
- B. A civil disturbance is a disruption of peace and order within a community, often requiring law enforcement intervention and/or National Guard support to restore calm. This can include riots, non-peaceful demonstrations, strikes, or any other activity that disrupts community order and requires intervention to maintain public safety.
- C. South Carolina State Regulations 58-1 and 58-101 require contingency plans and implementing procedures for major hazards, such as incidents of civil disturbance, coordinated by the State with counties that have a potential of being impacted.

II. PURPOSE

Establish operating responsibilities and procedures to ensure preparedness and orderly activation of State resources in response to a civil disturbance when the incident exceeds local capabilities.

III. SCOPE

- A. Establish policies and procedures by which the State will coordinate and assist in the response and management of an incident of civil disturbance.
- B. Supplements the roles and responsibilities as outlined in the South Carolina Emergency Operations Plan (SCEOP) and supporting Annexes.
- C. Outlines concepts and assigns responsibilities to the appropriate State agencies and organizations to coordinate for and provide resources.

IV. FACTS AND ASSUMPTIONS

- A. There may be situations or events when local, and possibly even State, law enforcement resources are inadequate to protect the lives and property of citizens or to enforce the criminal code because of the scale of the event or due to the event encompassing multiple geographic areas.
- B. The State's response will be closely coordinated with local officials and law enforcement agencies.
- C. A civil disturbance incident could create challenges for how the State is responding to other concurrent hazards within the same operational period.

V. SITUATION

- A. Several civil disturbance events have occurred in South Carolina, dating back to the Civil Disturbances of 1876, a series of race riots in several South Carolina counties. Recent civil disturbance incidents include:
1. The Lee Correctional Prison Riot occurred in Bishopville in 2018.
 2. The George Floyd Protests occurred in several counties across the State in 2020 as part of a large-scale national wave of protests. State response faced complications due to the COVID-19 pandemic.

VI. CONCEPT OF OPERATIONS

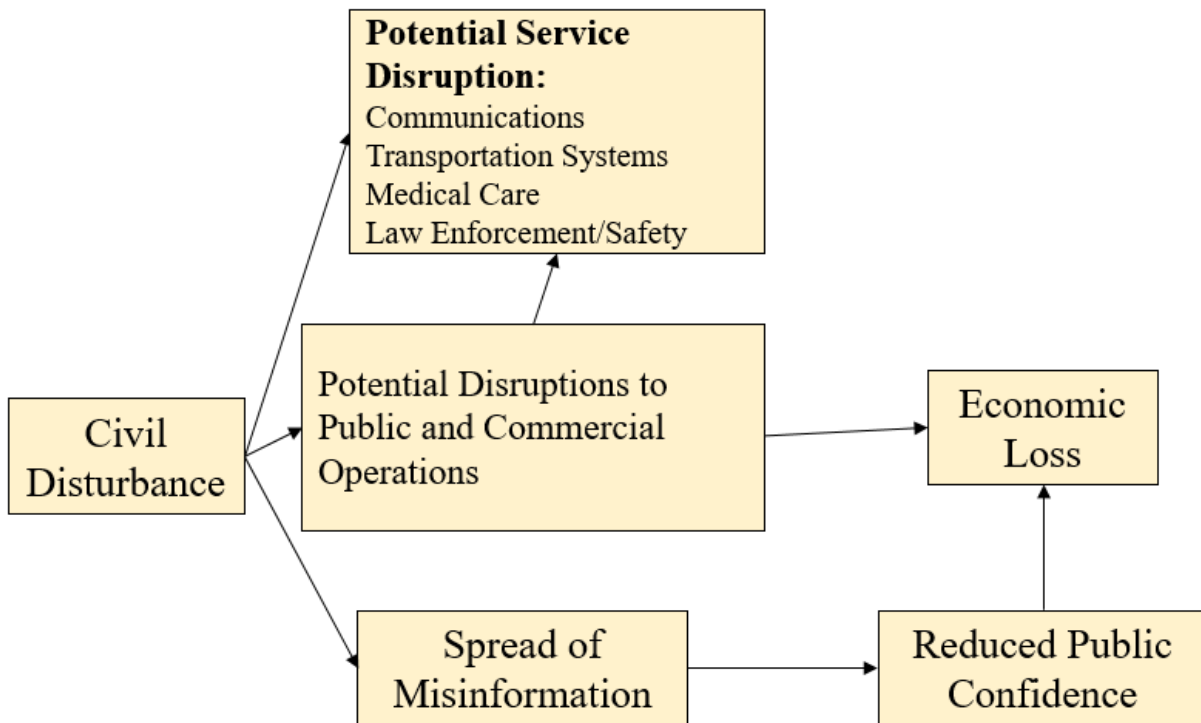
- A. Crisis Management vs. Consequence Management
1. Response to a civil disturbance incident includes two major functions, crisis management and consequence management, which may be carried out consecutively or concurrently.
 2. Definitions:
 - a. Crisis Management – Crisis management refers to measures that identify, acquire, and employ resources to anticipate, prevent, and/or mitigate a threat, to include the forensic work to identify the adversary.
 - b. Consequence Management – Consequence management refers to measures taken to manage the physical effects of the crisis. This may include restoration of essential services and recovery from the crisis event.
 3. Crisis Management
 - a. South Carolina Law Enforcement Division (SLED) has lead responsibility for a state-level crisis management response to a civil disturbance incident.
 - b. Local law enforcement agencies will coordinate their efforts with State and federal law enforcement agencies.
 4. Consequence Management
 - a. South Carolina Emergency Management Division (SCEMD) has lead responsibility for a state-level consequence management response to a civil disturbance incident.

- b. Local emergency managers will request resources from and coordinate their efforts directly with state agencies or through the State Emergency Operations Center (SEOC).
- B. SEOC Activation
 - 1. The decision to activate the SEOC will be based on the level of requested support, the need to gain situational awareness, and/or upon the direction of the Governor.
 - 2. The SCEMD Director or his designee, in coordination with SLED, will determine the appropriate level of Operational Condition (OPCON) based on the situation.
- C. South Carolina Law Enforcement Division is the lead State Agency responsible for coordination of state law enforcement resources in a civil disturbance and is the lead State Agency responsible for coordinating law enforcement assistance utilizing state and local resources, to include intelligence products from the South Carolina Fusion Center, and utilizing the National Guard while it remains under State authority.
- D. The Chief of SLED is the Governor's designated representative in a civil disturbance situation by facilitating communications between the Governor and law enforcement authorities.
- E. SCEMD is the agency responsible for coordination of the State's non-law enforcement resources. SCEMD can coordinate law enforcement resources through the Emergency Management Assistance Compact (EMAC).
- F. In accordance with the MOU between SLED and the South Carolina Department of Public Safety (SCDPS) [see Annex 9 (Memorandum of Understanding between the South Carolina Law Enforcement Division and the South Carolina Department of Public Safety) to Attachment D (MOUs, MOAs, and Other Agreements) to the South Carolina Emergency Operations Plan (SCEOP)], SCDPS will develop, maintain and publish, to appropriate state agencies, a comprehensive Civil Emergency/Civil Disobedience Standard Operating Procedure (SOP) for the State's response.
- G. If it appears the requirements to respond to the situation may exceed the State's capabilities or resources and federal assistance is needed, SLED, in consultation with the SCEMD Director, the SC Attorney General and the State Adjutant General, shall prepare a letter for the Governor's signature, through the US Attorney General, to the President of the United States requesting federal law enforcement assistance.
- H. SCEMD may make a recommendation to the Governor to issue a State of Emergency.

- I. State agencies with law enforcement personnel are encouraged to maintain updated plans providing for the training, and the immediate mobilization and deployment of their law enforcement resources during civil disturbance situations.
- J. Public Information
 - 1. The SLED Public Information Officer (PIO) will be the lead PIO for the overall response to the civil disturbance incident. As the incident transitions to consequence management, SCEMD will assume the lead.
 - 2. ESF-15 (Public Information) will be the main point of contact for consequence management messaging and SEOC communications. ESF-15 will coordinate all potentially law enforcement sensitive PIO messages through the Governor's Office and the Joint Information Center (JIC) and/or lead state PIO. The public will be made aware of potential adverse effects and of actions recommended to safeguard lives and property.
 - 3. Public information releases from state and local agencies will be coordinated with the JIC or designated lead state PIO prior to dissemination.
 - 4. See Annex 15 (Public Information) to the South Carolina Emergency Operations Plan (SCEOP) for additional information

VII. DISASTER INTELLIGENCE AND COMMUNICATIONS

- A. See section VIII (Disaster Intelligence and Communications) of the SCEOP Base Plan.
- B. Lifeline Sector Analysis
 - 1. All lifeline sectors can be disrupted by a significant incident of civil disturbance, with impacts varying widely based on the specific region or regions the incident occurs.
 - 2. While statewide impacts to lifelines would be uncommon during a civil disturbance incident, impacts to local lifelines would be seen within the incident area. This could include impacts to transportation, safety and security, communications, and health and medical lifelines.
 - 3. The flowchart below gives a basic analysis of potential cascading impacts following civil disturbance.



VIII. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- A. See Section IX (Organization and Assignment of Responsibilities) of the SCEOP for the general roles and responsibilities of county, state, and federal agencies in preparation, response, and recovery from a disaster impacting the State.
- B. Responsibilities
 1. South Carolina Law Enforcement Division
 - a. Coordinate state law enforcement support (i.e., law enforcement, personnel, situation assessment, and on-site communications) to local law enforcement authorities in response to civil disturbance.
 - b. Encourage and assist local law enforcement agencies in the development of mutual aid agreements.
 - c. Collect, review and disseminate intelligence information as it pertains to civil disturbance throughout the state.
 - d. Maintain internal procedures to ensure proper communications are maintained between local law enforcement and the State Emergency Operations Center (SEOC) during civil disturbances.

- e. Maintain a liaison with the Governor, federal and state agencies, and local law enforcement officials in order to achieve close coordination of planning and operations in affected areas.
- 2. South Carolina Emergency Management Division
 - a. Coordinate with the Governor's Office for an Executive Order for a declaration of a State of Emergency as needed or requested.
 - b. Coordinate non-law enforcement state resources in support to a response to civil disturbance.
 - c. Maintain a liaison with appropriate agencies at the state and federal level, including providing a liaison to the South Carolina Fusion Center.
- C. Emergency Support Functions (ESFs)
 - 1. ESF-1 (Transportation)
 - a. South Carolina Department of Transportation (Coordinating Agency)
 - (1) Provide traffic control devices (e.g., cones, barricades, etc.)
 - 2. ESF-2 (Communications)
 - a. South Carolina Department of Administration, Office of Technology and Information Services
 - (1) Coordinate the deployment of resources from the State Strategic Technology Reserve (STR) to provide communications support.
 - (2) Coordinate the assignment and use of mutual aid and conventional radio channels to ensure communications interoperability.
 - (3) Provide communications expertise and coordinate the deployment of Communications Unit personnel to deliver technical assistance as needed.
 - 3. ESF-8 (Health and Medical Services)
 - a. South Carolina Department of Public Health (SC DPH, Coordinating Agency)

- (1) SC DPH leads the coordination, activation, and deployment of EMS resources with the EMS association, FEMA, EMS compact members, and other key partners.
 - b. South Carolina Behavioral Health and Developmental Disabilities – Office of Mental Health
 - (1) Manage behavioral health services support within ESF-8.
 - (2) Provide crisis and behavioral health counselors to facilitate response and recovery.
 - (3) Provide first responder support services, as needed.
 - (4) Develop federally funded Crisis Counseling Programs for affected individuals, families, communities, and responders, when applicable.
- 4. ESF-13 (Law Enforcement)
 - a. South Carolina Law Enforcement Division (SLED, Coordinating Agency)
 - (1) For SLED responsibilities see section VIII.B.1
 - b. South Carolina Department of Public Safety
 - (1) Develop, maintain, and publish, to appropriate state agencies, a comprehensive Civil Emergency/Civil Disobedience Standard Operating Procedure (SOP) for the State’s response.
 - (2) Maintain, train, and equip an adequate number of troopers to provide a response to Civil Emergencies or Civil Disobedience for the State of South Carolina.
 - (3) Identify, train, and assign personnel to staff and support ESF-13 (Law Enforcement) during periods of activation.
 - (4) Provide Civil Emergency Response Teams (CERT) and Advanced Civil Emergency Response Teams (A-CERT), as required.
 - c. South Carolina Department of Corrections
 - (1) Maintain liaison with local corrections officials.
 - (2) Identify, train, and assign personnel to staff and support ESF-13 (Law Enforcement) during periods of activation.

- d. South Carolina Department of Natural Resources, Law Enforcement Division
 - (1) Identify, train, and assign personnel to staff and support ESF-13 (Law Enforcement) during periods of activation.
 - (2) Provide communications, equipment, personnel, and security.
- e. South Carolina Department of Probation, Parole, and Pardon
 - (1) Identify, train, and assign personnel to staff and support ESF-13 (Law Enforcement) during periods of activation.
- 5. ESF-15 (Public Information)
 - a. South Carolina Law Enforcement Division (Coordinating Agency)
 - (1) The SLED PIO will be the lead PIO for the overall response to the civil disturbance incident.
 - b. South Carolina Emergency Management Division
 - (1) SCEMD PIO will assume the role of lead PIO as the incident transitions into consequence management.
 - (2) Coordinate the activation of the Joint Information System (JIS) and the State Joint Information Center (JIC) in accordance with the SCEOP.
 - (3) Coordinate the release of consequence management information.
 - (4) Coordinate with local PIOs to establish a local JIC for information to the public and the media to include guidance on reunification.
- 6. ESF-16 (Emergency Traffic Management)
 - a. South Carolina Department of Public Safety (Coordinating Agency)
 - (1) Provide communications, equipment, personnel, traffic control, and security.
- 7. ESF-19 (Military Support)
 - a. South Carolina National Guard (Coordinating Agency)

- (1) South Carolina National Guard (SCNG) forces activated to State Active Duty (SAD/Title 32) by the Governor may be deployed on a mission-by-mission basis to assist in the protection of life, property, and maintenance of law and order.
- (2) SGNG forces conducting Defense Support of Civilian Law Enforcement Agencies missions will be utilized with, or accompanied by, representatives of law enforcement agencies.
- (3) National Guard forces activated under Title 10, and Active Component forces, are prohibited from participating in Law Enforcement missions by the Posse Comitatus Act (18 U.S.C. §1385).

IX. FEDERAL ASSISTANCE

There may be situations when state and local law enforcement resources are inadequate to protect the lives and property of citizens or to enforce the criminal code. In those cases, the Governor or designee submit an application to the Attorney General of the United States to request emergency federal law enforcement assistance to include equipment, training, intelligence and personnel.

X. ADMINISTRATION, LOGISTICS, AND FINANCE

A. Administration and Finance

1. See Annex 7 (Finance and Administration) to the SCEOP.
2. A Stafford Act declaration enables the Federal Government to provide financial assistance to public entities, individuals and families, and certain private non-profit organizations.

B. Logistics. See Attachment A (SC Logistics Plan) to the SCEOP

XI. CONTINUITY OF GOVERNMENT (COG)

See Section VII (Concept of Operations), Paragraph L (Continuity of Government) of the SCEOP Base Plan.

XII. CONTINUITY OF OPERATIONS (COOP)

See Section VII (Concept of Operations), Paragraph M (Continuity of Operations) of the SCEOP Base Plan.

XIII. PLAN DEVELOPMENT AND MAINTENANCE

SCEMD is the lead agency for the development, coordination, review and update of this plan. All agencies with designated responsibilities will conduct a biennial review of the Civil Disturbance Plan.

XIV. AUTHORITIES AND REFERENCES. See Attachment C of the South Carolina Emergency Operations Plan (Authorities and References).

XV. ATTACHMENTS

Table A Resources

Table A
Resources

The following table identifies the initial resources, the responsible ESF, and state agency/organizations to support a civil disturbance incident:

Resource	Responsible ESF	Coordinating State Agency/ Organizations
Traffic control devices (e.g., cones, barricades, etc.)	1	SCDOT
Communications support vehicles and equipment	2	SC Department of Administration, Office of Technology and Information Services
Behavioral health - mental health support	8	SC BHDD Office of Mental Health
Law enforcement/security	13	SLED
Mobile command vehicle	13	SLED
PIO/JIC	15	SCEMD
Traffic management	16	SCDPS