

## Section 5

# Recovery



## Horry County, South Carolina

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Comprehensive Emergency Management Plan

Section 5

**Recovery**

**I. INTRODUCTION**

- A. In recovering from a disaster, the local government may have the capability of managing the recovery locally. However, in the instances of major hazards such as hurricanes, widespread flooding, wildfires, or terrorism local governments are dependent upon federal and state government support to augment local resources during recovery.

Disaster recovery operations highlight the importance of the recovery period and the need to anticipate the demands that recovery will probably create. Public officials must be prepared to lead the community to recovery (victims and their families, emergency workers and volunteers), restore utilities, repair roads, and program future development without losing sight of the less visible damage caused by emergencies and disasters. This section of the Comprehensive Emergency Management Plan outlines the recovery process. It will outline the procedures for assessing the need for, applying, and administering federal and state disaster assistance programs.

**II. PURPOSE**

- A. The Horry County Recovery Plan establishes recovery policies and a schedule of recovery functions that detail pre-event responsibilities and recovery actions. It is designed to be used following any disaster with a catastrophic outcome.
- B. The purpose of recovery planning is to anticipate what will be needed to restore the community to full functioning as rapidly as possible through pre-event planning and cooperation between citizens, businesses and government. Successful community recovery from disaster will only occur if everyone in the community understands the process, and how they fit in. Individuals, agencies, organizations and businesses must understand their responsibilities and must coordinate their work efforts with the County's recovery leadership. This recovery plan and its associated Recovery Support Functions (RSFs) are intended to guide the County's post-disaster and short and long-term recovery efforts.

**III. POLICY**

It is the policy of Horry County Government:

- A. To establish overall direction, control and/or coordination through the Horry County Recovery Management Organization to support disaster recovery.
- B. To utilize the National Incident Management System (NIMS) as the organizational basis for recovery to any emergency.
- C. To manage recovery support operations within the County by coordinating resources available from county

and municipal governments, private industry, civic and volunteer organizations, and when needed, state and federal agencies.

- D. That the Horry County Recovery Plan and its associated Recovery Support Function (RSFs) will guide Horry County's post-disaster short-term and long-term recovery efforts.

#### **IV. SITUATION AND ASSUMPTIONS**

##### **A. SITUATION**

1. Horry County may experience a major emergency or disaster such as a hurricane, major flooding, tornado, or earthquake that would have catastrophic effects. Man made hazards such as terrorism or a hazardous materials spill could also have disastrous consequences.
2. A catastrophic emergency or disaster will overwhelm local capabilities inhibiting prompt and effective relief and recovery measures. Transportation infrastructure may be damaged and local transportation services may be disrupted. Commercial and governmental telecommunications facilities may be damaged, impairing communication among governmental agencies.
3. Homes, public buildings, critical facilities and equipment may be severely damaged or destroyed. Debris may make streets and highways impassable. Public utilities may be damaged and rendered partially or fully inoperable.
4. Thousands of disaster victims may be forced from their homes, and large numbers of deaths and injuries could occur. Resources such as fuel, potable water, food, large equipment, generators, as well as shelter space may be depleted.
5. The county may be required to provide limited life sustaining relief supplies. The Horry County Logistics Plan may be implemented tasking the County's Points of Distribution (PODs). The PODs may need to be assisted by other agencies to perform a large logistics operation.
6. Horry County Government has a disaster response and recovery services contract in place with a private company to provide professional services and logistical support as requested.

##### **B. ASSUMPTIONS**

1. Preparations to implement this plan will begin as soon as feasible, and in cases when there is sufficient warning, prior to the event. This preparation will allow recovery functions to be implemented quickly and efficiently.
2. Damage to the county and surrounding areas will be extensive, overwhelming all local resources and assets. Resources will not be available within a reasonable amount of time; normal retail supply routes will be interrupted.
3. Damage will not only affect public safety but also the local economy, social infrastructure and the environment.

#### **V. MANAGING RECOVERY OPERATIONS**

Recovery activities are operational in nature and begin while response operation activities are still underway. For most events these activities will begin in the Emergency Operations Center (EOC) as staff work to assemble data on the extent of damages. As the emergency response phase stabilizes, the Emergency

Management staff will begin the coordination of disaster recovery activities and the EOC Manager will recommend the activation of the Horry County Recovery Management Group.

**A. OBJECTIVES**

1. To provide for the effective direction, control, and coordination of recovery operations by standardizing the principals and methods of recovery response in Horry County.
2. To anticipate what will be needed to restore the community to full functioning as rapidly as possible.
3. To maximize effective recovery by facilitating and improving the flow of information and coordination within and between the local municipalities, state and federal government.
4. To provide effective mobilization, deployment, utilization, tracking and demobilization of recovery resources.

**B. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

1. Recovery Management Organization

- a. The Horry County Recovery Management organization is comprised of all departments, agencies, and organizations that have Recovery Support Function (RSFs) responsibilities.
- b. The EOC organizational chart for Recovery Management Operations reflects the structure of the Horry County EOC network and indicates the sections and RSFs that support recovery operations. This structure is in compliance with NIMS guidelines and principals.
- c. Please refer to the Recovery Management Organizational Chart Section V, B 3.

2. Assignment of Responsibilities

a. Horry County Recovery Management Group

The Horry County Recovery Management Group will develop policy and strategy; disseminate policy guidance and direction, review recovery plans and procedures, and advise on recovery resolutions and/or ordinances.

b. Emergency Operations Center (EOC) Manager

The EOC Manager implements policy directives, and has overall management responsibility of recovery activities. The EOC Manger ensures that the appropriate Recovery Support Functions (RSFs) are identified and activated, that appropriate tasks are identified and prioritized, and that resources are applied within this priority framework.

c. Emergency Management Department (EMD) Staff

The EMD Staff will support the EOC Manager in the management of the EOC and recovery activities. They will be responsible for managing and coordinating all communication and requests for resources from the South Carolina Emergency Management Division (SCEMD) and the Federal Emergency Management Agency (FEMA).

d. Public Information Officer (PIO)

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The PIO is responsible for preparing and releasing information about the County's recovery activities to the news media, affected community citizens, recovery personnel and other agencies and organizations. The PIO serves as the central point for distributing public information.

e. Recovery Operations Section

The Recovery Operations Section is responsible for all tactical command and coordination of recovery response assets. This section is responsible for implementing assignments designed to assist those affected by the disaster or emergency; and to repair, replace or restore damaged facilities. Activities carried out will be based upon tactical objectives drafted by the EOC Manager to achieve strategic goals.

f. Recovery Planning Section

The Recovery Planning Section collects, evaluates, disseminates, and documents information about the disaster impacts and the status of resources, compiles damage/impact assessments and develops the Recovery Incident Action Plan (RIAP). Recovery planning efforts will focus on activities that restore the community's economic base and reducing its future disaster potential. The purpose of these activities is to get the community back to a stable, functioning and dynamic state; and to coordinate with state and federal officials in complying with post-disaster hazard mitigation planning requirements.

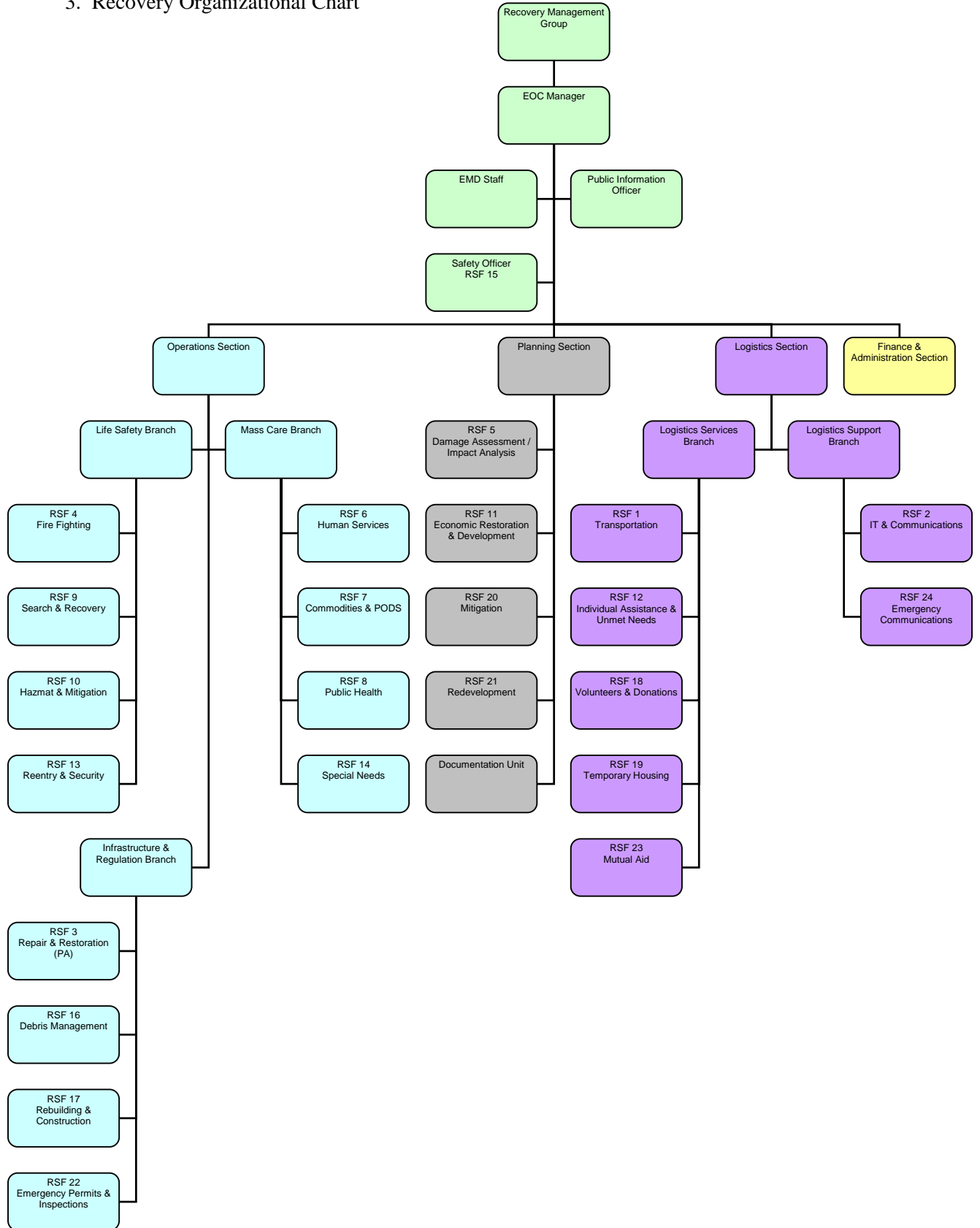
g. Recovery Logistics Section

The Recovery Logistics Section is responsible for providing all support needs to recovery incident sites, and will order all resources and provide facilities, supplies, and services. This includes services, materials and facilities that sustain the disaster victim to a defined level of care as well as maintain emergency response and recovery requirements.

h. Recovery Finance and Administration Section

The Recovery Finance and Administration Section are responsible for monetary, financial, and related administrative functions. This section will assure that accurate records are kept of personnel and equipment costs incurred by the County or mutual aid forces in response to or recovery from the disaster incident. It is also responsible for overseeing the County's effort in applying for, receiving, and documenting federal disaster recovery assistance. Legal aid support and matters pertaining to vendor contracts and injury claims will be handled by this section. The extent to which this section is activated will vary by disaster setting.

3. Recovery Organizational Chart



## C. CONCEPT OF OPERATIONS

### 1. General Concepts

- a. Successful community recovery from disaster will only occur if everyone in the community understands the process, and how they fit in. Individuals, agencies, organizations and businesses must understand their responsibilities and must coordinate their work efforts with the County's recovery leadership.
- b. This Recovery Plan and its associated Recovery Support Functions (RSFs) is intended to guide Horry County's post-disaster short-term and long-term recovery efforts.

### 2. Recovery Phases

- a. The County's response to disaster impacts will follow a "phased approach" that includes two general phases: short-term and long-term.
- b. The recovery phase begins during the response phase. Initial focus of recovery planning is on impact assessment.
- c. Short-term recovery operations begin during the response phase of the emergency and can last up to 6 months. Short-term tasks can be grouped into the following phases:
  - Emergency Response: Public Safety Phase > Impact to 2 weeks.
  - Emergency Assistance: Human Services Phase > Impact 24 hours to 5 months.
  - Short-term Recovery: Emergency Restoration and Repairs Phase > Impact to 6 months.
- d. The goal of long-term recovery is to restore the community to pre-disaster (or better) condition. Some of the long-term recovery activities are extensions of short-term activities; other long-term tasks begin after short-term tasks are completed. The long-term recovery phase can last up to 10 years.

### 3. Emergency Support Functions and Recovery Support Functions

- a. County response to and recovery from emergencies and disasters begins with THE activation of the County's CEMP and its Emergency Support Functions (ESFs). ESFs represent groupings of functions/activities that are likely needed in times of emergency or disaster
- b. A lead agency/department for each ESF is indicated, and is responsible for coordinating the delivery of that ESF to the emergency area. The lead agency/department is responsible for identifying the resources within the ESF that will accomplish the mission, and will coordinate the resource delivery.
- c. During emergencies, the EOC Manager determines which ESFs are activated to meet the disaster response needs.
- d. Recovery planning begins when the EOC is activated. The Planning Section will begin an assessment of the disaster impacts and will advise the EOC Manger which Recovery Support Functions (RSFs) will be activated to meet the County's recovery needs.
- e. Just like ESFs, Recovery Support Functions (RSFs) represent groupings of types of recovery functions/activities and programs that the County and its citizens are likely to need following a disaster. Some ESFs will become RSFs as their scope changes from "emergency" to "recovery".
- f. This plan is based upon the concept that the Recovery Support Functions (RSFs) will generally parallel normal day-to-day functions of the Horry County departments involved in recovery operations.

### 4. Recovery Support Functions

Section: 5  
Recovery

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- a. Recovery Support Functions (RSFs) represent groupings of types of recovery functions/activities and programs that the County and its citizens are likely to need following a disaster. Horry County's RSFs include:

RSF 1:	Transportation
RSF 2:	Information Technology & Communications
RSF 3:	Repair and Restoration of Public Infrastructure, Services, Buildings (PA)
RSF 4:	Fire Fighting
RSF 5:	Damage Assessment/Impact Analysis
RSF 6:	Human Services
RSF 7:	Commodities & Points of Distribution (PODs)
RSF 8:	Public Health
RSF 9:	Search & Recovery
RSF 10:	Hazmat & Mitigation
RSF 11:	Economic Restoration and Development
RSF 12:	Individual Assistance & Unmet Needs
RSF 13:	Reentry & Security
RSF 14:	Special Needs
RSF 15:	Safety & Risk Management
RSF 16:	Debris Management
RSF 17:	Rebuilding, Construction, Repairs, Restoration
RSF 18:	Volunteers & Donations
RSF 19:	Temporary Housing
RSF 20:	Mitigation
RSF 21:	Redevelopment
RSF 22:	Emergency Permits & Inspections
RSF 23:	Mutual Aid
RSF 24:	Emergency Communications

- b. A "primary" agency/department for each RSF is indicated in the appropriate Annex, and will be responsible for coordinating the implementation of recovery activities or programs. The primary agency/department will be responsible for identifying the resources (support departments and organizations) within the RSF that will accomplish the post-disaster activities. The primary agency/department is also responsible for coordinating the resource delivery.

5. Recovery Incident Management System

- a. The County's recovery organization follows the concepts of the National Incident Management System (NIMS).
- b. Depending on the severity and magnitude of the disaster, full activation of the County's Recovery Incident Management System may not be necessary, may only be partially required, or may require full activation. Partial activation would be dictated by the characteristics of the disaster and would involve only those departments and organizations needing to interact in providing the necessary recovery activities and programs.
- c. The County's Recovery Incident Management System is partially or fully activated by decision of the Emergency Management Director or EOC Manager. The organization structure is intended to be flexible and should be tailored by the EOC Manager and the Section Chiefs to meet the County's recovery needs.

6. Continuation of Government

- a. Any event significant enough to require COOP implementation will result in EOC activation. If additional support from the EOC is required, activation will be considered in accordance with the methodology provided for in the CEMP.
- b. Horry County Government does not currently have a COOP; therefore producing a COOP will be a priority.
- c. An EOC COOP is currently under development and its completion will initiate the development of a County plan where each department will be required to participate through the development of plans and procedures.

## **VI. FEDERAL RECOVERY SUPPORT**

### **A. REQUESTING FEDERAL ASSISTANCE**

1. Based on a joint federal and state preliminary damage assessment (PDA) that reveals the ability to recover is beyond local and state capability, the Governor may request federal assistance through a Presidential Declaration. The South Carolina Emergency Management Division will prepare a request packages using the local damage assessment data.
2. Other requests may be made to federal agencies under their own authority from existing or emergency programs, such as the U. S. Small Business Administration (SBA) or the U. S. Department of Agriculture (USDA). The Governor's request for assistance from federal agencies under their own authorities from existing or emergency programs is transmitted directly to the agency or agency administrator involved. The specific assistance, if declared, is then provided directly from the federal agency.
3. The request made to the President through the Federal Emergency Management Agency (FEMA) for assistance under the authority of Public Law (PL) 93-288, as amended by PL 100-707, the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, as amended, will be for an "emergency" or "major disaster" declaration.

IF, the President denies federal assistance, the cost of recovery would be borne by local and/or state governments.

IF, the request is approved by the President and an "emergency" declaration is made, limited assistance will be provided per PL 93-288, as amended.

IF, the request is approved by the President and a "major disaster" declaration is made a federal-state agreement on commitment and assistance is agreed upon, and various assistance programs are provided.

### **B. RECOVERY FACILITIES**

1. A Disaster Field Office (DFO) is established to facilitate federal-state coordination of private and public disaster assistance. The Governor appoints (or has previously appointed) a "Governor's Authorized Representative (GAR)" to work in partnership with federal officials and to represent the state's interests. The President appoints a federal coordinating officer (FCO) to coordinate federal assistance and requests the Governor to designate a state-coordinating officer (SCO). The SCO coordinates state and local efforts, working closely with the FCO.
2. Disaster Recovery Centers (DRC's) may be established to manage the cooperative effort between the local, state, and federal government for the benefit of disaster victims (individuals, families and small businesses). Agencies and organizations offering assistance provide representatives to the DRC where

Section: 5  
Recovery

disaster victims, through an "entrance/exit interview" process, may receive information and referral to the specific agencies/organizations that can best meet their needs. Application for assistance should initially be made through the national tele-registration hot-line (1-800-621-3362 or TTY 1-800-462-7585). Sites have been identified and sent to the South Carolina Emergency Management Division (SCEMD) and FEMA; however the locations, dates and times for the operation of DRC's will be jointly determined by FEMA, the state and the Emergency Management Director. The locations are listed below.

Disaster Recovery Centers (DRCs)							
Name	Physical Address	City	State	Zip	Phone #	Lat	Long
Scipio Station	9620 Scipio Lane	Myrtle Beach	SC	29588	843-915-5190	33.632850	79.012330
Aynor Magistrate	370 Jordanville Rd	Aynor	SC	29511	843-915-5190	33.978300	79.209850
Government & Justice Center	1301 Second Ave.	Conway	SC	29526	843-915-5390	33.833	-79.048
Green Sea Magistrate	2930 Fair Bluff Road	Green Sea	SC	29545	843-915-5190	34.308611	79.086944
Loris Station 35 (EMS)	3815 Walnut Street	Loris	SC	29569	843-915-5190	34.057750	78.892150
South Myrtle Beach Station	1201 21st Ave. N.	Myrtle Beach	SC	29577	843-915-5190	33.671720	78.909820
Stevens Stations	107 Hwy. 57	Little River	SC	29566	843-915-5190	33.885040	78.685710

### C. HUMAN SERVICES - INDIVIDUAL ASSISTANCE

#### 1. Individual Assistance Programs

These federally funded programs include the Small Business Administration (SBA) programs, Individuals and Households Program and other individual assistance. The SBA Disaster Loan Programs include Disaster Loans for Homes and Personal Property, Physical Disaster Business Loans and Economic Injury Disaster Loans.

- a. Temporary housing will be offered until alternative housing is available, for disaster victims whose homes are uninhabitable. Home repair funds for uninsured losses may be given to owner-occupants in lieu of other forms of temporary housing assistance, so that families can quickly return to their damaged homes.
- b. Individuals and Households Programs (IHP) provides for a total of \$28,000 for aid to an individual and includes Housing Assistance (HA), Other Needs Assistance (ON), and other individual assistance.
- c. Housing Assistance is 100% federally funded and provides assistance for 18 months in the forms of direct assistance, financial assistance and permanent housing construction.
- d. Other Needs Assistance (ON) is a 25/75 State/Federal cost-share. This program has an income dependent component. Anyone is eligible for funds for disaster-related medical, dental, and funeral expenses.
- e. Those people who are ineligible for SBA assistance are eligible for funds for transportation, personal property, and other items including moving and storage and Group Flood Insurance Premiums (GFIP).
- f. Loans to individuals, businesses, and farmers for repair, rehabilitation or replacement of damaged real and personal property and some production losses not fully covered by insurance.

- g. Agricultural assistance, including technical assistance; payments covering a major portion of the cost to eligible farmers who perform emergency conservation actions on farmland damaged by the disaster; and provision of federally owned feed grain for livestock and herd preservation.
- h. The Cora Brown Fund, to assist victims of natural disasters for those disaster-related needs that have not been or will not be met by other programs.
- i. Other individual assistance includes: Unemployment assistance (Department of Labor), Food Stamps (DSS), crisis counseling (HHS), veteran benefits (DVA), tax refunds (IRS), free legal counseling (Young Lawyers Division, American Bar Association).

#### **D. INFRASTRUCTURE - PUBLIC ASSISTANCE**

1. The Public Assistance Program is intended to help repair or replace damaged/destroyed public property and infrastructure. After a Presidential Disaster Declaration, the South Carolina Emergency Management Division and Federal Emergency Management Agency (FEMA) will join Horry County in determining the extent of damages and will conduct "Applicant's Briefings" to clarify public assistance requirements, procedures, and eligible projects.
2. The federal government can provide a minimum of 75% of the funding for the recovery work that FEMA rules as eligible.
3. Project Applications  
The Project Application is the document that summarizes total dollar cost of all public assistance, and incorporates required assurances and agreements between Horry County, the South Carolina Emergency Management Division and the Federal Emergency Management Agency. Details on eligible projects are found in the current federal guidelines provided during the Applicant's Briefing.
4. Project Worksheets  
The basis for Project Applications is the Project Worksheets, which identify the damaged property, define the scope of work, and establish the cost of repair or replacement. The Project Worksheets will be prepared by representatives from Horry County Government, the County's private contractor, SCEMD and FEMA, which may be supported by engineers or contractor estimates, photographs, maps, and other appropriate data. The scope of work, as outlined on the Project Worksheet, is the guideline for determining eligibility.
5. Horry County and/or its Contractor's responsibilities will include:
  - a. Compiling a list of all sites where damage occurred.
  - b. Documenting all the damage.
  - c. Coordinating the Damage Assessment Teams (DAT).
  - d. Reviewing and signing all Project Worksheets.
  - e. Selecting project-funding options.
  - f. Project management.
  - g. Preparing reports and documentation.
  - h. Participating in final inspections.
  - i. Participating in audits.
  - j. Providing insurance for approved projects.
6. Other forms of Public Assistance, which may be made available under a Presidential declaration of a major disaster, include:

Section: 5  
Recovery

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- a. Use of federal equipment, supplies, facilities, personnel, and other resources (other than the extension of credit) from various federal agencies.
- b. Community disaster loans, payment of school operating expenses, repairs to federal-aid system roads, repairs to projects.

7. Federal requirements tied to financial assistance:

- a. The Disaster Relief Act requires that an applicant, for assistance for the repair or restoration of damaged public or private nonprofit facilities, shall purchase and maintain such insurance as may be reasonably available, adequate and necessary to protect such facilities against future loss.
- b. In addition, the applicant must comply with appropriate hazard mitigation, environmental protection, flood plain management and flood insurance regulations as a condition for receiving federal disaster assistance.

**E. NATIONAL FLOOD INSURANCE PROGRAM (NFIP)**

The NFIP is a federal program enabling property owners to purchase insurance protection against losses from flooding. This insurance is designed to provide an insurance alternative to disaster assistance to meet the escalating costs of repairing damage to buildings and their contents caused by floods.

Participation in the NFIP is based on an agreement between local communities and the federal government which states that if a community will implement and enforce measures to reduce future flood risks to new construction in special flood hazard areas, the federal government will make flood insurance available within the community as a financial protection against flood losses which do occur. Horry County is a participant in the NFIP.

No assistance for any facility will be available in future disasters, unless the required insurance has been obtained and maintained.

**F. HAZARD MITIGATION GRANT PROGRAM.**

Should Horry County receive public disaster assistance, the Hazard Mitigation Grant Program (HMGP) will be available through the Stafford Act, Section 404. The Disaster Mitigation Act of 2000 (DMA 2000) reinforces the importance of mitigation planning and introduced new requirements for the HMGP. Therefore, as stated in the DMA 2000, Horry County must provide a copy of the Horry County All-Hazards Mitigation Plan to pursue mitigation measures to help insure against similar damage in the future under the HMGP.

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