

# POST-DISASTER RECOVERY & REDEVELOPMENT PLANNING

A Guide for Georgia's Communities

# ACKNOWLEDGMENTS

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This guidance document can be obtained by contacting the Coastal Resources Division of Georgia's Department of Natural Resources: Georgia Department of Natural Resources, One Conservation Way, Brunswick, GA 31520, 912-264-7218. Visit <http://coastalgadnr.org/> for more information.

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# HOW TO USE THIS GUIDE

Rebuilding a community after a major or catastrophic disaster is a monumental undertaking. The most effective way to accomplish holistic post-disaster recovery and redevelopment while increasing resilience to future disasters is to prepare ahead of time. Building resilience, or improving a community’s ability to resist, withstand, recover, and/or advance in spite of acute shocks and long-term stressors, requires envisioning and planning for potential obstacles associated with making a community feel like home again and achieving the community’s long-term goals, despite compressed timelines and increased political pressure. This guide is intended to instruct communities in developing Disaster Recovery and Redevelopment Plans to ensure that the plans are customized to the unique needs of its constituents.

## PRIORITIZATION LEVELS

**Minimum.** Plan components at this priority level should be completed during the first planning iteration.

**Recommended.** Any items marked at this priority should be implemented during the first or second planning iteration.

**Advanced.** Plan components at this priority level should be completed after the community has established a strong foundation for disaster recovery, redevelopment, and resilience.

Georgia’s coastal counties are diverse, and no single planning template can meet the needs of all. In order to provide a practical method for developing recovery and redevelopment plans, the guide provides an overview of recovery and redevelopment planning efforts undertaken in two diverse pilot communities. While every community may not fit entirely within the characterization of the two pilot communities, it is likely there are at least a few best practices or lessons learned from each community that could be applied in your own jurisdiction.

To assist your community in implementing the principles identified in this guide, recommended actions have been prioritized into three levels: minimum, recommended, and advanced. These categories will be useful to communities that

*Figure 1: Map of Counties in Georgia*



want to incrementally develop a plan as well as those that already have plans in place, but would like to enhance those documents during future updates. However, each of the advanced priorities should be evaluated in light of the planning jurisdiction's needs, community demographics, available funding, and capabilities. Some strategies may not apply or may not offer enough value to justify the costs of undertaking the effort.

This Guide addresses the basics of what Post-Disaster Recovery and Redevelopment Plans are, what current state and federal requirements are, how Recovery and Redevelopment Plans will interact with other plans, and provides an overview of the planning processes employed in the pilot communities. It concludes with recommendations for implementing recovery and redevelopment planning processes in your own community. A list of additional resources is provided at the end of the document (“References and Resources”).

# PILOT PLANNING COMMUNITIES

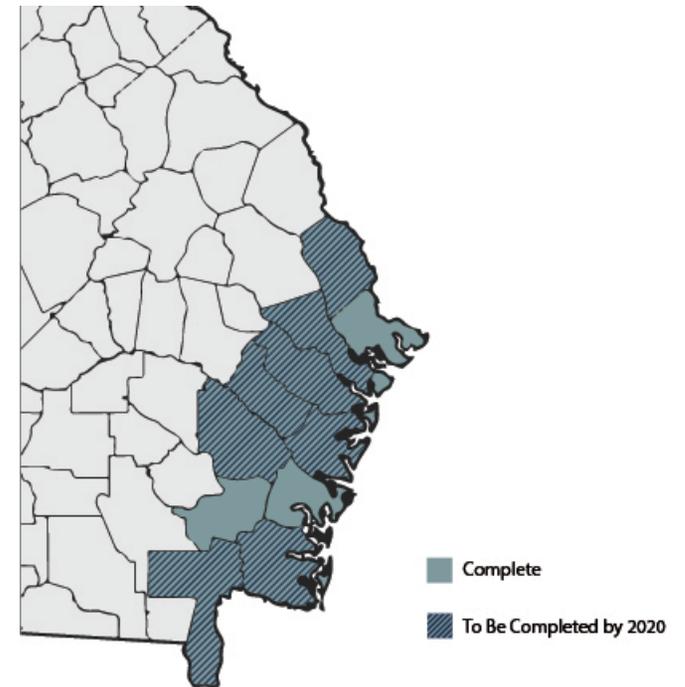
Two communities, Chatham and Brantley Counties, were originally selected as case studies to lay the groundwork for this guidance document. The first edition of this guide incorporated suggestions from those involved in previous planning efforts, example scenarios, and lessons learned. Both of the pilot planning efforts were funded by the National Oceanic and Atmospheric Administration (NOAA) and Georgia Department of Natural Resources (GA DNR) Coastal Resources Division (CRD).

Since the first version of this document was published, several more coastal counties have completed or initiated the process of developing a Disaster Recovery and Redevelopment Plan. The lessons learned from those counties have been evaluated and consolidated into this document, so that the second edition is comprehensive of the lessons learned from Glynn County, Charlton County, and Camden County at the time of production.

GA DNR has contracted support to complete planning projects in all of Georgia’s coastal counties by 2020, making Georgia’s coastline the first resilient coastline in the nation. **Figure 2** depicts the counties that have completed or initiated planning at the time of publication and those that will be complete in 2020.

The counties that have completed planning are Chatham, Brantley, and Glynn Counties.

Figure 2: Coastal Planning Communities



The counties that will be complete by 2020 include:

- Charlton County
- Camden County
- Wayne County
- Long County
- Liberty County
- Effingham County
- Bryan County
- McIntosh County

Because lessons learned in Charlton and Camden County are included in this document, their county profiles are included in the following subsections, even though the planning processes are still in progress.

## Brantley County



Brantley County covers approximately 447 square miles and is home to just over 20,000 people. The county's major economic industry is timber, and there is a significant number of mobile homes that exist in the Satilla River Floodplain. The county's eastern border coincides with Glynn and Camden counties, which in turn are bordered by the Atlantic Ocean. Brantley County is subject to a number of hazards including hurricanes, tornadoes, fires, and transport incidents.

While the county is not a sheltering county for large storms, it will serve as a major evacuation thoroughway, and roads will become overcrowded in the event of an evacuation from neighboring coastal counties. Brantley County decided to roll their recovery and redevelopment plans into one document. To see the Plan, turn to "Appendix III."

## Chatham County

Chatham County spans 632 square miles and is home to approximately 283,000 people. The county's economy is driven by manufacturing and tourism. The City of Savannah is located in Chatham County, making the county the fifth most-populous county in the State of Georgia. Savannah is home to a National Historic Landmark District of 2.5 square miles and more than 1,100 architecturally significant buildings. Due to its position on the Atlantic coastline, Chatham County is vulnerable to severe weather events such as hurricanes and storms, tornadoes, fires, and sea level rise.

Chatham County produced two separate plans for recovery and redevelopment, both of which are available online: <http://www.chathamemergency.org/disaster-recovery-plan.php>. Though Chatham County opted to create distinct plans, it is highly recommended that other communities in Georgia, especially those with limited resources or planning capacity document outcomes in the same plan.



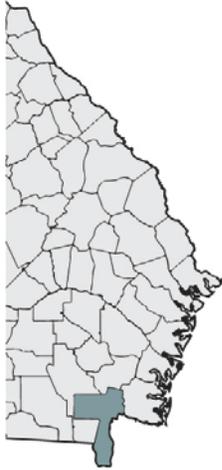
## Glynn County



As of 2015, Brunswick-Glynn County's population was 83,500 residents. Residents are spread across the county's Golden Isles of Georgia, a collection of five communities, which include St. Simons Island, Sea Island, Little St. Simons Island, Jekyll Island, and Historic Brunswick. The county seat is within the city of Brunswick, which serves as a major urban and economic center and is the second-largest urban area on Georgia's coast after Savannah. The port of Brunswick is a vital part of the county's economic activity, acting as the sixth busiest automobile port in the country. Among the Golden Isles, tourism also plays a major part in supporting the local economy with an estimated impact of \$1.1 billion in 2014. A culturally rich community, Glynn County is also home to a wide range of historic landmarks. During the planning process, Glynn County was impacted by Hurricane Matthew, which ultimately had a positive impact on planning, because it reinforced the need for a Disaster Recovery and Redevelopment Plan. As a result, Glynn County's plan features

operational support tools such as pre-scripted communication templates and job aid checklists and is a positive example for counties containing multiple, semi-autonomous municipalities. The plan is available online: <https://bit.ly/2LtByDG>.

## Charlton County



According to the U.S. Census Bureau, the county has a total area of 782 square miles (2,030 km<sup>2</sup>), of which 774 square miles (2,000 km<sup>2</sup>) is land and 8.8 square miles (23 km<sup>2</sup>) (1.1%) is water. It is the fifth-largest county by area in Georgia. It is the southernmost county in Georgia. A large portion of the county lies within the Okefenokee Swamp and its federally protected areas.

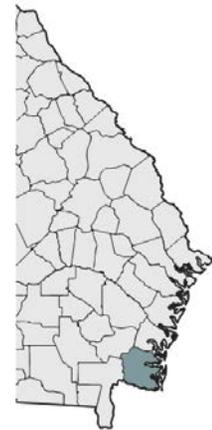
The entire central and southern portion of Charlton County is located in the St. Marys sub-basin of the St. Marys-Satilla basin. The county's northeastern portion, north of Homeland, is located in the Satilla River sub-basin of the St. Marys-Satilla basin. The western portion of Charlton County is located in the Upper Suwannee River sub-basin of the larger Suwannee River basin.

Charlton County, designated in 1854 from parts of Appling and Wayne counties, honors Senator Robert M. Charlton of Savannah. Folkston, the county seat, recognizes the Folks family, prominent citizens of the area. The plan is expected to be complete by 2020.

## Camden County

Camden County has a population of 50,513 as of the 2010 census. It is the 41<sup>st</sup> largest county in Georgia by population. The county includes three incorporated cities: St. Mary's, Kingsland, and Woodbine. St. Mary's is the county's largest city with a population of 18,088 and Kingsland is the second largest city with a population of 16,720. Woodbine is the county seat.

Camden County is located in the Southeast corner of the State of Georgia. It is bordered by the Atlantic Ocean in the east, Nassau County, Florida in the South, Glynn County in the North, Brantley County in the Northwest, and Charlton County in the West. It has a total square mileage of 782 square miles, making it the 11<sup>th</sup> largest county in Georgia by area. The county has one protected area, the Cumberland Island National Seashore, a barrier island on Camden County's Atlantic coast. Camden County's largest industries are public administration, retail trade, and accommodation and food service, which comprise a total of 7,824 jobs in the county. The county's plan is expected to be completed by 2020.



A coastal landscape featuring a sandy dune in the foreground. The dune is covered with tall, golden-brown grasses and some green shrubs. In the background, a calm blue ocean stretches to the horizon under a sky filled with soft, white and light blue clouds. The overall scene is serene and natural.

# INTRODUCTION

# INTRODUCTION

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Recent history has witnessed a national increase in the magnitude and frequency of both natural and human-caused disasters, causing unprecedented physical, social, and economic damage. As the extent of damage has increased, so too have the costs associated with recovering from disasters. These high costs are exacerbated by a number of factors such as decaying infrastructure, rapid urbanization, and concentrated high-value property development along vulnerable coastlines. But by planning for the challenges of recovering from and rebuilding after disasters, jurisdictions are better prepared to maneuver complex legal, political, and ethical issues. In Georgia, this planning process is frequently called disaster recovery and redevelopment planning.

## Key Terms in Recovery and Redevelopment Planning

**Resilience is a community's ability to resist, withstand, recover from, and/or advance in spite of acute shocks and long-term stressors.** Resilience is achieved by imagining success 50 to 100 years in the future and working towards that vision through daily activities, pre- and post-disaster. In order for resilience to take hold in a community and transform a community's ability to withstand, recover from, and advance in spite of disasters, resilience needs to be a focus at every level of government and daily community interactions and processes. In other words, resilience should become a lens through which all other preparedness, response, recovery, and redevelopment activities are viewed.

Recovery is a process that communities undergo after a disaster in order to heal their community and rebound from the trauma of the incident. **Recovery extends beyond simply repairing damaged structures; it also includes the continuation or restoration of services critical to supporting the physical, emotional, and financial well-being of impacted community members.** Recovery includes the restoration and strengthening of key systems and resource assets that are critical to the economic stability, vitality, and long-term sustainability of the communities themselves. Planning for recovery requires the systematic examination of processes and actions that result from a community's response to a disaster, the actions and processes the community wants to occur, and developing an approach to support those outcomes.

Redevelopment is another process that communities must undergo after a disaster. **Redevelopment involves rebuilding degraded, damaged, or destroyed buildings and infrastructure (natural, social, or physical) to create the foundation for long-term development and resilience by using multiple funding streams to complete improvement projects such as hazard mitigation and**

**adaptation.** Redevelopment planning requires assessing the county’s previous efforts to think through disaster redevelopment in the natural and built environment, consolidating information about those processes, and articulating a path forward based on the community’s values and gaps in order to capitalize on the unique opportunities that arise in a post-disaster environment.

Mitigation and adaptation, are processes that should occur as part of disaster redevelopment, to increase a community’s resilience to future disasters. **Mitigation activities are those that reduce a community’s contribution to acute shocks and long-term stressors, such as with the aim of lessening the magnitude of the impacts of the shocks or stressors.** Examples of mitigation activities might include reducing carbon emissions or ceasing to develop high-value housing in areas prone to flooding. **Adaptation activities are those that lessen society’s vulnerability to the inevitable, negative impacts of acute shocks or long-term stressors.** Examples of adaptation activities include creating plans for cooling centers where residents can go during extreme heat events, or reinforcing coastlines to withstand storm surges due to sea level rise. **Table 1** summarizes all of the key terms introduced in this section.

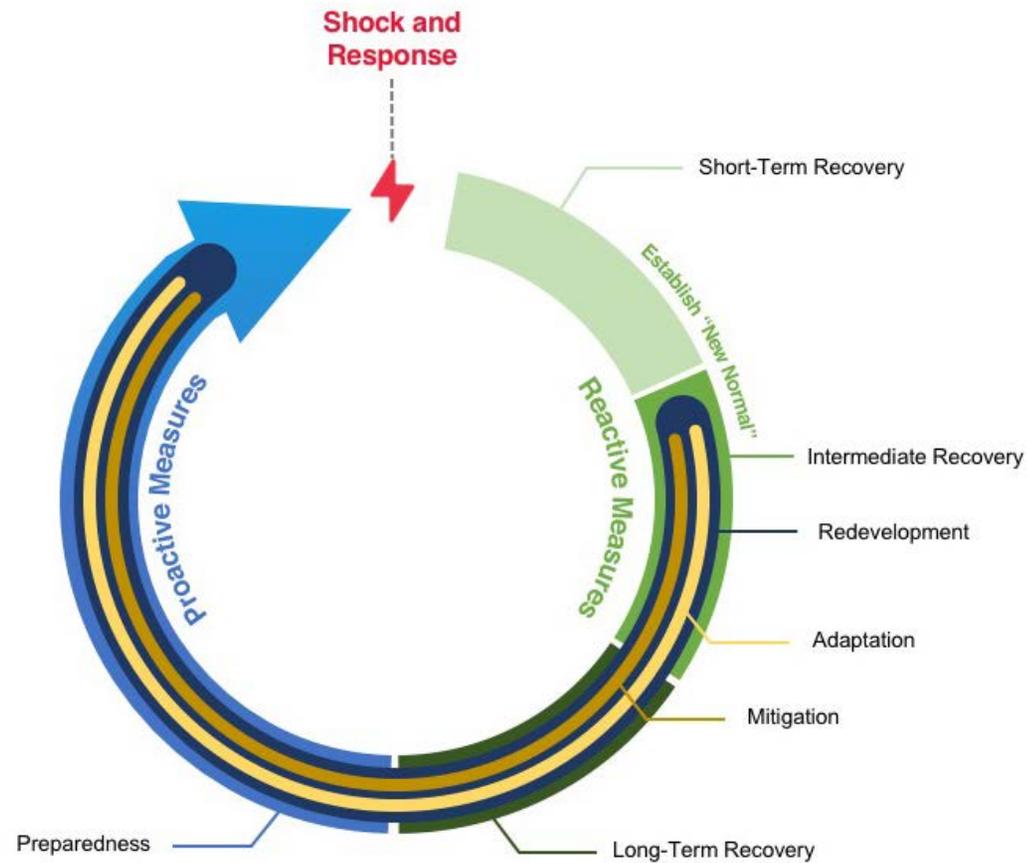
*Table 1: Key Terms*

Term	Definition
Resilience	Resilience is a community’s ability to resist, withstand, recover from, and/or advance in spite of acute shocks and long-term stressors.
Recovery	Recovery extends beyond simply repairing damaged structures; it also includes the continuation or restoration of services critical to supporting the physical, emotional, and financial well-being of impacted community members. Recovery includes the restoration and strengthening of key systems and resource assets that are critical to the economic stability, vitality, and long-term sustainability of the communities themselves.
Redevelopment	Redevelopment involves rebuilding degraded, damaged, or destroyed buildings and infrastructure (natural, social, or physical) to create the foundation for long-term development and resilience by using multiple funding streams to complete improvement projects such as hazard mitigation and adaptation.
Mitigation	Mitigation activities are those that reduce a community’s contribution to acute shocks and long-term stressors, such as with the aim of lessening the magnitude of the impacts of the shocks or stressors.
Adaptation	Adaptation activities are those that lessen society’s vulnerability to the inevitable, negative impacts of acute shocks or long-term stressors.

## How are These Concepts Related?

Resilience-building is an iterative process, and can be achieved before and after disasters. **Figure 3** represents the cyclical process of resilience-building, and shows how recovery, redevelopment, and preparedness relate to mitigation and adaptation.

*Figure 3: Resilience-Building Lifecycle*



## State and Federal Requirements

The Governor of the State of Georgia signed an [Executive Order](#) in January 2013, which mandated that the State of Georgia implement a disaster recovery and redevelopment plan.<sup>1</sup> While the Georgia Disaster Recovery and Redevelopment Plan (in draft at time of print) is intended to model practices that should be applied at all levels of government, there are no specific requirements related to implementation of recovery and redevelopment plans at a county-level. At this time, there are no federal laws or regulations mandating communities implement a recovery and redevelopment plan, however, the [National Disaster Recovery Framework](#) underscores the importance of undertaking this planning effort and offers guidance about the process.<sup>2</sup>

## Interaction with Other Plans

The purpose of a recovery or redevelopment plan is to guide a community through recovery and redevelopment in a manner that is consistent with local plans, mitigation strategies, emergency management plans, and other relevant codes or planning initiatives. Recovery and Redevelopment Plans should function in coordination with existing plans by complying with federal and state guidelines. While recovery and redevelopment planning is an important process, it should not supersede, or replace, previous planning efforts or policies.

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<sup>1</sup> The Governor's Executive Order is available at: [https://gov.georgia.gov/sites/gov.georgia.gov/files/related\\_files/document/01.14.13.02.pdf](https://gov.georgia.gov/sites/gov.georgia.gov/files/related_files/document/01.14.13.02.pdf).

<sup>2</sup> The National Disaster Recovery Framework is available at: <https://www.fema.gov/media-library/assets/documents/117794>.



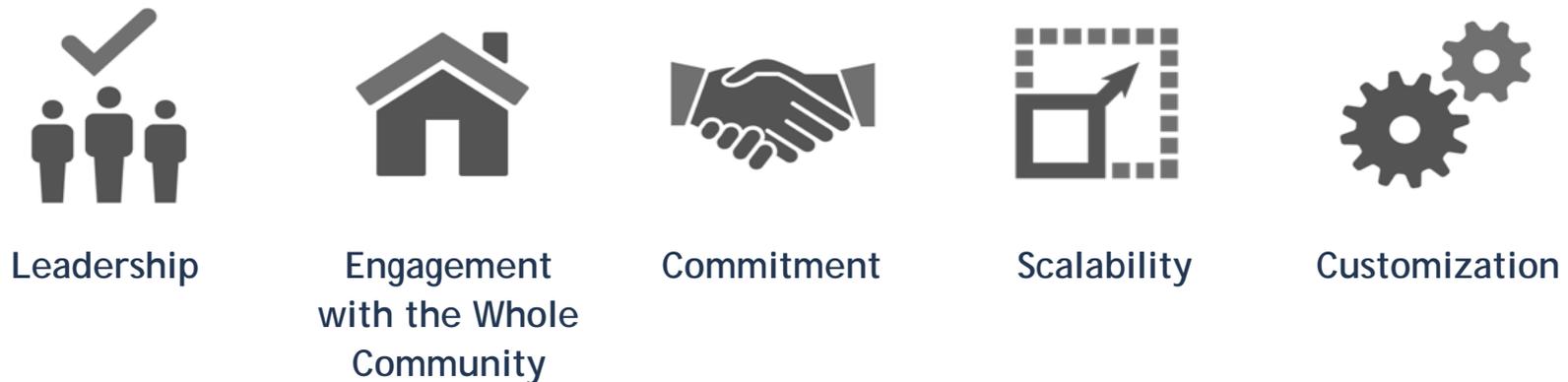
# Keys for Success

# KEYS FOR SUCCESS

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The following section describes factors that contribute to successful recovery and redevelopment planning and suggests how to replicate each factor in other communities. These factors were identified through research of national best practices, national guidance, and interviews with key stakeholders and subject matter experts that supported planning in the pilot communities (i.e., Brantley and Chatham County). The key principles to successful recovery planning are represented in **Figure 4** and described in the corresponding sections that follow.

*Figure 4: Keys for Success*



## Leadership

Support for recovery and redevelopment plans is important at all levels. Community leaders, non-governmental agencies, private-sector businesses, media, local government administrators, and/or elected officials may all be involved in disaster recovery and redevelopment efforts, so it is important to request their feedback while the planning process is underway.

While leadership in the public sector is crucial to undertaking emergency management planning efforts, the importance of community leaders should not be understated. Community leaders can offer valuable insight about the values and concerns of citizens within the jurisdiction, bridge communication gaps between government and the ordinary citizen, or generate popular support and buy-in of government policies or plans. The involvement of knowledgeable and connected community leaders in the planning process, is often cited as a best practice. Typically, the most challenging aspects of engaging these connected and respected individuals is identifying the right community leader for the process or ensuring they are successfully engaged in the planning process. Planning often requires taking on tasks in addition to stakeholders' daily responsibilities, meaning that their participation requires going above and beyond the demands of their assigned position or job.

To support recovery and redevelopment, and balance the workload associated with the various phases of recovery and redevelopment pre- and post-disaster activities, leadership from multiple entities is recommended. The roles and responsibilities at each phase will vary widely and require different skillsets throughout the phases of recovery. For this reason, it is critical that the planning community identify more than one leader to lead different aspects of recovery. Identifying community leaders requires interpersonal skills and an understanding of the community.

- Familiarity with the planning community, to include businesses, non-profit organizations, houses of worship, and public sector entities;
- Historical context of the community's areas for growth, challenges, and interpersonal relationships between planning stakeholders; and
- An ability to recognize leadership and evaluate the likelihood of success based on the individual's stature within the community.

### PHASED ROLES AND RESPONSIBILITIES

**Pre-Disaster.** Before a disaster occurs, primary responsibility for recovery and redevelopment are frequently assigned to the same entity(ies) responsible for overseeing the planning process.

**Short-Term Recovery.** At this phase, primary leadership responsibilities are usually assigned to the Local-Disaster Recovery Manager. This individual may be the emergency management director or a county administrator.

**Intermediate Recovery.** Responsibility for oversight of this phase may transition away from Emergency Management professionals and toward another trusted community official, such as a county administrator or municipal leader.

**Long-Term Recovery.** At this phase, leadership responsibilities may be shared between municipal or local finance department professionals, elected officials, and emergency management professionals.

## Engagement with the Whole Community

Recovery and redevelopment plans can only be successful with input from the community for which they are designed. Participation from stakeholders and the general public is vital during plan development as well as during the implementation and plan update phases. Because the planning process for recovery and redevelopment requires the allocation of scarce resources at a time when many people may be adversely affected by disaster, it is crucial to allow the planning process to be driven by stakeholder input and be customized to the community's local vision and needs. Both top-down and grassroots support is required to ensure the plan will effectively guide long-term recovery and redevelopment without contradicting community values.

Recovery and redevelopment plans outline strategies for restoring communities that have been devastated by disaster. In order for the strategies outlined in a recovery and/or redevelopment plan to fulfill their intended purpose of healing the community after a disaster, those strategies must align with the community's values and vision. Citizens across the entire community, from all walks of life, must be engaged in the process of establishing that vision. Those that are left behind may not only lose their home, but their sense of belonging within their community.

Ensure underserved and disadvantaged members of the community are included in community outreach by using alternative communication formats and multiple languages. During planning meetings, be prepared to communicate effectively with individuals with disabilities and limited English proficiency.

## Commitment

Multiple levels of commitment are required for successful recovery and redevelopment planning: commitment to continuously updating and improving the plan itself; financial commitment to updating and implementing the priorities and tasks identified in the plan; and

### PLANNING FOR THE WHOLE COMMUNITY

Disasters disproportionately affect vulnerable populations such as individuals experiencing homelessness, low-income residents, non-native English speakers, and individuals with disabilities and access and functional needs. These residents are more likely to live in hazardous geographical locations (due to lower housing costs) and having limited income, which drastically reduces their ability to successfully recover from a major disaster. Is your community prepared to support the needs of all of its residents? If you are unsure, consider engaging organizations or individuals that represent the needs of the *entire* community during the pre-disaster planning process.

commitment to repeatedly engage the Whole Community to understand and prepare for recovery and redevelopment in order to increase the community's overall resilience.

Ideal recovery and redevelopment plans are complex and dynamic. Like other plans, they are not static documents and should be regularly revised and updated. New lessons about recovery and redevelopment will be revealed with each successive disaster and should be recorded in the document to ensure that the planning community is documenting an approach to push their community into increasingly resilient states of being.

It is important to identify funding sources that can regularly be attributed to recovery and redevelopment planning efforts. The amount of each award is not as relevant as the regularity with which it is provided. Funding must be available to support the revision and update process of each subsequent maintenance period. Funding will be necessary not only to undertake pre-disaster planning and preparedness, but also to implement projects that are identified during that process. For example, if hazard mitigation projects are identified during pre-disaster recovery and redevelopment planning, then sources of funding to implement the projects will also be required. Similarly, it is critical that planning communities invite stakeholders with an understanding of funding streams and opportunities to participate in the planning process, such as representatives of your jurisdiction's finance or grant management department.

Similarly, buy-in from the community should be sought with the same intensity for each revision period to ensure that the plan continues to reflect current values and needs. Community leaders should engage the Whole Community in training and exercises to increase the community's understanding of recovery and redevelopment and build resilience over time.

## Scalability

Useful recovery and redevelopment plans are flexible to disasters of all scales including minor, major, and catastrophic. It is not always obvious at the outset whether a seemingly minor event might be the initial phase of a larger, rapidly growing threat. Therefore, the plan should be capable of adjusting to the severity of the disaster and be rapidly escalated if required.

## Customization

The success of recovery and redevelopment plans is dependent upon the extent to which the plan reflects your community's values, needs, and capacity. Both the planning process and the strategies themselves can and should be incorporated into your jurisdiction's plans. Rebuilding a community following a disaster requires a comprehensive understanding of citizens' values, needs, and desires. Engaging the community as much as possible in the planning process will enable government officials and first responders to make decisions that reflect the community's values and capacity at every step of the process.

A coastal landscape featuring a sandy dune in the foreground with tall, golden-brown grasses. The ocean is visible in the middle ground, and the sky is filled with soft, white clouds. The word "Challenges" is overlaid in white text on a dark blue rectangular background in the center of the image.

# Challenges

# CHALLENGES

Throughout the pilot planning processes, the communities faced down challenges related to stakeholder engagement. The issues they encountered frequently plague recovery and redevelopment planning efforts, regardless of the community's size or capacity. This section is intended to capture feedback from the pilot communities about challenges they experienced, so that you can be on the lookout for these challenges in your own community and prepare to overcome them using the techniques described in this document.

Recovering from disasters requires input from numerous community partners. Consider your own community: who would need to be involved in the recovery effort to rebuild your homes, schools, parks, and businesses? To provide healthcare, social welfare programs, mental health services, or spiritual support? Because the tasks associated with recovering from and redeveloping a community span numerous disciplines, there are three predominant challenges that arise when planning for recovery and redevelopment: (1) determining ownership of the planning process, (2) identifying stakeholders, and (3) effectively engaging stakeholders.

It is likely some or all of the stakeholders identified may have no experience with emergency management, strategic planning, or recovery and redevelopment planning, though they may have previous disaster experience. The planning community should anticipate that stakeholders may not recognize the significance of the insight they can bring to the planning process and prepare to educate stakeholders at the same time they are generating buy-in and gathering feedback from planning stakeholders.

## Ownership of the Planning Process

Because recovery and redevelopment relies on so many inputs from other sectors, it is ill-advised to assign responsibility for planning to just one entity. The planning process is more meaningful, and more effectively represents the community, when it is supported by a multi-agency commission or cross-functional team. Though one entity or group may be assigned responsibility for overseeing the planning process, the responsibility for implementing the activities described in the plan should be assigned to multiple parties, preferably using the phased approach described in the previous section (“Keys for Success”). Recovery and redevelopment planning should be a collaborative process

Determining  
Ownership

Identifying  
Stakeholders

Effectively  
Engaging  
Stakeholders

Figure 5: Planning Challenges

in order to ensure that the community is adequately planning for contingencies and challenges that are likely to arise during large-scale reconstruction.

#### **SOLUTION: ESTABLISH A COLLABORATIVE PLANNING TEAM**

To overcome this challenge, the planning communities established a Collaborative Planning Team, who is responsible for assuming a more active role in plan development, review, and implementation. Frequently, the members of the Collaborative Planning Team is comprised of members of each Recovery Support Function. Engaging individuals from all of the Recovery Support Functions ensured that the planning team was composed of a diverse group of stakeholders.

## **Identification of Stakeholders**

Although both pilot communities stated their efforts to identify a broad range of stakeholders were successful, their success followed a deliberate and thoughtful examination of their community and the industries present within them. Recovery and redevelopment planning is challenging because it requires the ability to step back from a system or community and to identify points of overlap between policies, values, infrastructure, and markets. These points of overlap may be difficult for local government to identify on its own, which is why it is so important to engage stakeholders from multiple sectors as they are more acutely aware of their own dependencies and shortcomings. For additional guidance on the identification of stakeholders, refer to the “**Who Should be Involved?**” section of the next chapter. Sample Stakeholder Lists are also provided in **Appendix IV**.

#### **SOLUTION: LEVERAGE WORK COMPLETED IN OTHER PLANNING COMMUNITIES**

To kickstart the process of identifying stakeholders in the planning communities that followed Brantley and Chatham Counties received a copy of an existing stakeholder list. This enabled the new community to quickly build out a list of members of their own community, and to potentially expand the list with new members. Planning communities should feel encouraged to reach out to neighbors that have already completed the planning process to borrow and expand on their stakeholder lists.

# Stakeholder Engagement

## Pre-Planning Communication and Strategy Development

Generating buy-in from stakeholders can sometimes require taking a step back to explain their role in the planning process and communicating why their specific agency or discipline is significant. While explaining each stakeholder's significance to the planning process, doing so within the timeframe of the project plan, or doing so while addressing concurrent project tasks may pose significant risks to the quality of the final product. Rather, communication with stakeholders should take place well before the planning process begins. This enables stakeholders to come to the table confident, prepared, and capable of staying focused on the task immediately at hand.

It is also highly recommended that to be prepared to face these challenges head on, that the planning community develop an engagement strategy that defines how communities will engage planning stakeholders and members of the community at-large in the planning process. The more a community can frontload this work, the higher the chances are for success.

### CONSIDERATIONS FOR EFFECTIVE STAKEHOLDER ENGAGEMENT

**Community outreach is effective when community members believe in the importance of the initiative.** The project must be described in plain language that is easily understood and which focuses on both the "emotion" and "education" dimensions of the project.

**Engage the community from the start of the project.** One first step can be a "visioning" session where the community gathers to think through solutions to the stated problem.

**Spend time with different groups of people.** Meetings and/or forums can be particularly effective when focused on a specific demographic (e.g., university students, healthcare workers, parents within a specific school district) because it enables facilitators to tailor messaging to the audience and hear a broader range of perspectives.

**Give everyone a voice.** Recognize that large public meetings can quickly devolve into negative discussion from those who are unhappy with the current system. Additionally, confident speakers may drown out the opinions of more timid attendees. Mitigate these issues by providing a set time for airing grievances and/or asking questions directly to more reserved group members.

## Stakeholder Appreciation

Despite even the most persistent efforts to connect with stakeholders before the planning process begins, it is likely some stakeholders will attend a planning meeting with a limited knowledge of why they “should” be present. Recognize that stakeholders are choosing to attend planning meetings despite the hundreds of other tasks they could be doing, and communicate the value of their time by thoughtfully crafting meeting agendas, addressing the group, and working toward solutions that the stakeholders will recognize as important. If stakeholders feel engaged, they are less likely to consider planning meetings a waste of time and more likely to continue attending. This care for planning and detail should go into each meeting, so that stakeholders continue see the value in their attendance throughout the entire planning process.

### SOLUTION: INVITE GUESTS OF HONOR TO PARTICIPATE IN MEETINGS

One way that the pilot communities attempted to demonstrate their appreciation for stakeholders was by inviting notable speakers to address the group during the stakeholder meetings. Specifically, Camden County’s planning meeting was attended by Senator William Ligon, who provided opening remarks. Brantley County invited their Congressman to address the audience and speak to the importance of recovery and redevelopment planning during its first stakeholder meeting. Inviting these guests of honor not only signals the importance of the planning process, but might make stakeholders feel appreciated or important, by providing them an opportunity to directly engage elected officials or other respected community leaders.

## Facilitating Dialogue

Although conference calls are appealing for their ease of use and flexibility, both pilot communities reported reduced levels of participation and communication when relying on conference calls rather than in-person meetings. Conference calls may impede participation, active listening, and understanding, which are crucial to the planning process. The pilot communities both recommended hosting planning meetings in person whenever possible. If conference calls are unavoidable, be prepared to facilitate dialogue by calling on members, asking for clarification, and notifying callers of difficulty hearing them or understanding them due to technical issues.

Both counties also reported success with a particular activity, which required stakeholder participants to identify actions that need to take place before, during, and after a disaster. They accomplished this by providing small slips of adhesive paper and sticking them to a large piece of paper labeled with pre-disaster, disaster, or post-disaster. The results of this activity were captured in Brantley County’s plan (“Appendix III”).

### **SOLUTION: BUDGET FOR IN-PERSON MEETINGS WHENEVER POSSIBLE, OR PLAN AHEAD FOR REMOTE MEETINGS**

To the extent possible, it is recommended that planning communities leave room in the planning budget for hosting in-person meetings because they are more effective. When remote meetings cannot be avoided, the meeting facilitators should create a plan ahead of time to make effective use of the call. This plan might include: sending out reading materials ahead of time with targeted questions, creating the expectation that participants should limit multitasking and focus only on the call, using an online webinar platform to share a presentation or webcam, calling on meeting participants for feedback, or using polling software to make the meeting more interactive.

## **Timeliness**

It is crucial that planning team members attempt to hold to the project timeline; delays in the project timeline may result in disengaged stakeholders who feel that their time is not being respected or who forget their original motivation for participating. Follow-up with the planning community and any additional stakeholders and provide reminders of deadlines to ensure tasks are being completed on time. By staying on task, the planning team will demonstrate they are not only committed to the planning initiative, but are also committed to using the stakeholders' time effectively and respectfully. To encourage timeliness and effective engagement, the Brantley County planning team created agendas for a planning meeting (Figures 6-8).

### **SOLUTION: FRONTLOAD TASKS THAT DO NOT REQUIRE STAKEHOLDER INPUT**

Whenever possible, the planning team should frontload tasks that do not require stakeholder input, such as drafting the Situation Overview, creating flyers, securing meeting venues, developing a stakeholder engagement strategy, etc. Preparing ahead of time to manage these tasks may save time in the long run and make stakeholder engagement much easier.



## Brantley County Disaster Recovery and Redevelopment Planning Kickoff Meeting

Friday, August 7, 2015

9 A.M. – 4 P.M.

School Board Meeting Room, 272 School Circle, Nahunta, GA

### Meeting Objectives:

**Objective 1:** Provide an overview of the pre-disaster recovery planning, and post-disaster recovery and redevelopment at the national, state, and county level.

**Objective 2:** Communicate the elements of, process for, and timeline for developing Brantley County's Disaster Recovery and Redevelopment Plan.

**Objective 3:** Provide an opportunity for key stakeholders to set community goals and priorities, and contribute subject matter expertise to the development of Brantley County's plan.

*Figure 6: Brantley County Meeting Objectives*

## Meeting Agenda:

Morning Session	
Time	Activity
8:30 A.M.	Check-in
9:00 A.M.	Welcome and Introductions <ul style="list-style-type: none"> <li>➤ <i>Welcome from Rep. Chad Nimmer, GA House of Representatives</i></li> <li>➤ <i>Background from Carl Rowland, Brantley County Manager</i></li> <li>➤ <i>Presentation by Kate Busbee and Randall Matthews, Chatham Emergency Management Agency (CEMA)</i></li> </ul>
9:45 A.M.	Review of Disaster Recovery and Redevelopment Concepts and Terms <ul style="list-style-type: none"> <li>➤ <i>Presentation by Corey Reynolds, Hagerty Consulting</i></li> </ul>
10:00 A.M.	Overview of the National Disaster Recovery Framework <ul style="list-style-type: none"> <li>➤ <i>Presentation by Bob Haywood, FEMA</i></li> </ul>
10:30 A.M.	Overview of the State Processes for Disaster Recovery <ul style="list-style-type: none"> <li>➤ <i>Presentation by Jennifer Kline, GA DNR, and Brian Laughlin, GEMA (invited)</i></li> </ul>
11:00 A.M.	Overview of Brantley County's Recovery and Redevelopment Planning Process <ul style="list-style-type: none"> <li>➤ <i>Presentation by Michelle Lee, Brantley County Emergency Manager, and Corey Reynolds, Hagerty Consulting</i></li> </ul>
11:20 A.M.	Understanding Hazards and their Impacts <ul style="list-style-type: none"> <li>➤ <i>Presentation by Sonny Emmert, GA DNR, and Corey Reynolds, Hagerty Consulting</i></li> <li>➤ <i>Breakout discussions at tables</i></li> </ul>

Figure 7: Brantley County Meeting Agenda (Morning)

Afternoon Session	
Time	Activity
12:15 P.M.	Lunch (provided on-site) ➤ <i>Complete recovery and redevelopment survey</i>
1:15 P.M.	What is Special and Unique about Brantley County? ➤ <i>Large group discussion</i> ➤ <i>Breakout discussions at tables</i>
1:45 P.M.	Recovery and Redevelopment Goal Setting ➤ <i>Large group discussion</i>
2:20 P.M.	Recovery Support Function Issues and Opportunities ➤ <i>Breakout discussions at tables</i>
3:10 P.M.	Recovery Support Function Resources and Capabilities ➤ <i>Breakout discussions at tables</i>
3:45 P.M.	Wrap Up, Next Steps, and Adjourn ➤ <i>Summarize Meeting</i> ➤ <i>Reflections from Participants</i> ➤ <i>Review Next Steps</i> ➤ <i>Adjourn by 4:00 P.M.</i>

Figure 8: Brantley County Meeting Agenda (Afternoon)

A coastal landscape featuring a sandy dune in the foreground with tall, golden-brown grasses. The ocean is visible in the middle ground, and the sky is filled with soft, white clouds. The text "Pre-Planning Actions" is overlaid in white on a dark blue rectangular background.

# Pre-Planning Actions

# PRE-PLANNING ACTIONS

The following sections recommend practices that are beneficial to undertake prior to beginning the planning process as well as an explanation of why they are beneficial to the overall planning process.

## Logistical Considerations

Before officially starting a planning effort, some basic logistical questions need to be addressed first:

- Who will lead the effort?
- Who will write the plan?
- Is additional support (e.g., contractors, interns, new personnel) required?
- When should the planning effort begin?
- How long is the process going to last?
- How will the plan be funded?
- Where will planning meetings take place?
- How will the plan be introduced to the community at large?

It is important to determine who will lead and coordinate the planning process. Without clear responsibility for leadership, the process may fizzle out without producing a final product. Additionally, the identified leaders are responsible for coordinating stakeholders' involvement, which is crucial to the process—as mentioned in earlier sections.



Figure 9: Whole Community Constituents

## Identify a Funding Source

Before undertaking a planning effort, it is essential to identify and secure a funding source for the entire duration of the project. There are a number of funding streams available to local jurisdictions via federal or state grantors, but these may be difficult for smaller jurisdictions to access and require more strategic budgetary revisions, community outreach, or proposal drafting assistance. While a stand-alone long-term recovery and redevelopment plan is the most desirable outcome, a jurisdiction may decide to expand upon recovery and redevelopment planning components as they manifest within existing plans (that already have a dedicated funding stream) until they can secure the funding required for a comprehensive recovery and redevelopment planning

## Who Should Be Involved?

Unless the jurisdiction is hiring a contractor for assistance with the planning process, it is recommended the local government appoint a recovery and redevelopment planning coordinator. The coordinator should be able to devote a minimum of 20% of his or her time to planning activities. It is also recommended the coordinator be someone that can assume responsibility for coordinating the adoption and implementation of the plan once it has been drafted. If the planning community decides to use a regional approach and multiple jurisdictions are involved, then each jurisdiction could identify a representative to collaborate with a regional coordinator.

It may also be beneficial for planning coordinators to have experience in one or more of the following areas:

- Comprehensive planning,
- Hazard mitigation,
- Urban planning,
- Emergency management,
- Training and exercises, and/or
- Community engagement.

### PILOT COMMUNITY PLANNING COORDINATORS

In Chatham County, recovery and redevelopment planning was jointly led and coordinated by Chatham County Emergency Management Agency and the Chatham County-Savannah Metropolitan Planning Commission.

In Brantley County, the planning process was led and coordinated by the Brantley County Emergency Management Agency.

The process for recovery and redevelopment planning should be an equitable and participatory process similar to other community-based planning initiatives. The best way to achieve comprehensive recovery and redevelopment plans is to invite stakeholders to the planning process who represent the Whole Community (**Figure 9**) to participate in planning, training, and exercises. When determining which community members to invite to participate in the planning process, consider the following questions to help the planning team take shape:

- What goals does the planning team want to accomplish by engaging stakeholders?
- Whose support is needed to ensure the process is successful?
- What subject matter experts are needed to inform the planning process?
- What can this stakeholder contribute to the process?
- How will this stakeholder influence planning process outcomes?
- What community initiatives does this stakeholder know about that may influence the planning process?
- Which hard-to-reach or vulnerable populations should be assured a voice in the planning process and how will they be incorporated?
- How will stakeholders be invited to participate? Will multiple outreach methods be incorporated into the strategy?
- Let another stakeholder (or group of stakeholders) review the participation list. Do they think any community members should be added?

## ORGANIZING STAKEHOLDERS

**Small Community:** may be organized as a single executive stakeholder committee (e.g., Brantley County).

**Medium Community:** may be organized as a single committee with a combination of meetings for the entire stakeholder group and some topic-specific meetings or discipline-specific breakout groups (e.g., Brunswick Glynn County).

**Large Community:** may be organized into sub-groups by topic or recovery support function and provide autonomy as needed to ensure the project meets deadlines and/or milestones (e.g., Chatham County).

After deciding which stakeholders should be invited to participate in the planning process, the planning team should decide how to organize the stakeholders and how to organize the meetings. Depending on the size of the stakeholder group, it may make sense to group them into topic or discipline specific sub-groups in order to make meeting facilitation easier and more effective.

A list of potential stakeholders has been included as a reference in **Table 2**, and the stakeholder lists from Camden County and Charlton County are presented in "**Appendix IV.**" The identification of stakeholders should be thoughtful and customized to that jurisdiction and the list below is by no means conclusive.

*Table 2: Potential Stakeholders*

Recovery Support Function	Stakeholder Group	Function/Contribution
<b>Community Planning and Capacity Building</b>	Municipalities (if jurisdiction is a county)	Inter-jurisdictional Participation
	Public Information Officer	Information dissemination/communications
	Public Safety/Emergency Management Department	Emergency operations and long-term recovery
	Finance/Legal/Administrative Department	Technical and administrative support
	GIS Department	Vulnerability and redevelopment mapping
<b>Economic Development</b>	Planning or Community Development/Development Authorities	Land use and other comprehensive plan compatibility
	Economic Development Organization/Chambers of Commerce	Economic recovery
	Tourism or Visitors' Bureau	Economic recovery
	Major Employers	Recovery and resilience of local businesses
<b>Health and Social Services</b>	Banking Organizations	Economic recovery/resilience
	School District and Higher Education Facilities	Transition from sheltering to schools opening, population return
	Health Department/Medical Organization	Hospital and medical recovery
	Human or Social Service Agencies	Special needs populations
<b>Housing</b>	Animal Shelters	Pet sheltering needs
	Building and/or Zoning Department	Building moratoria, permitting procedures
	Code Enforcement Department	Damage assessment/enforcement of redevelopment
	Neighborhood or Home Owner's Association	Community representation
<b>Infrastructure Systems</b>	Planning Councils or Commissions	Jurisdictional coordination and oversight
	Transportation Departments (Public and Private Organizations)	Regional transportation coordination/mitigation
	Aviation and Port Authorities	Regional transportation coordination/resumption of service
	Communications Companies	Private-sector engagement/communications
<b>Natural and Cultural Resources</b>	Waste Management	Debris removal and public safety
	Water Management/Riverkeeper	Flood mitigation/environmental protection
	Environmental Resources/Parks and Recreation Department	Land acquisition/environmental protection
	State of Georgia Department of Natural Resources	Environmental protection
<b>Volunteer Organizations Active in Disasters</b>	Forestry Commissions	Environmental protection
	American Red Cross/Salvation Army	Volunteer services/donations
	Local Houses of Worship	Volunteer services/donations

# Facilitation

Given the time limitations of the planning process, effective and efficient meetings are essential. Facilitation, in this document, is defined as the process guiding meetings forward, ensuring progress continues to be made by helping groups understand common objectives, and developing plans to achieve them. Prior to meetings, the planning team should choose a facilitator. This individual should be an excellent communicator, a decisive and logistical thinker, value people and their ideas, and be both product and process oriented. Once determined, the facilitator will prepare agendas and materials for the meetings, communicate planning goals, and mediate meetings to ensure the outcomes are positive and productive.

## Engagement Activity Planning

To maximize productivity during the planning process, consider frontloading the planning and preparation for stakeholder engagement and improving the flow of the overall planning process.

### Micro-Exercises

Because stakeholders frequently approach the disaster recovery and redevelopment planning process with minimal experience completing these activities there is usually a learning curve associated with truly understanding and contributing to planning discussions. To minimize the size of that curve, planning communities may want to consider building very short exercises into the planning process that will help stakeholders understand the scope and breadth of recovery and start to orient themselves in what might be an unfamiliar topic area. **Figures 10-11** are slides from a presentation given in Camden County, during which time a micro-exercise was conducted to provide stakeholders context for thinking about disaster recovery.

### FACILITATOR CHECKLIST

- Energize, engage, and elevate participants.
- State the objectives of the event.
- Establish community expectations and ground rules.
- Ensure meetings follow expected timelines with optimal productivity.
- Objectively guide the group in presenting and sharing information.
- Stimulate conversation using probing questions and inviting all members to participate.
- Focus participants on agenda items.
- Provide closure by summarizing meeting accomplishments.
- Reiterate action items with accountability attached through timelines and point of contact.
- Schedule next meeting time.

Figure 10: Hypothetical Scenario from Camden County's Kickoff Meeting

## Hurricane Wanda

March 16, 2018

One year ago, Hurricane Wanda (a Category 4 hurricane) made landfall on the coast of Georgia and caused significant damage to portions of Camden County. Today, the county is still experiencing challenges in the following areas:

- ❖ Long-term housing presents significant challenges. Greater than half of the county's housing stock was damaged during Hurricane Wanda and a number of residents have left the county or are sheltering in "temporary" housing arrangements.
- ❖ Because a number of residents chose not to evacuate and the healthcare system was overwhelmed, 30% of county residents require mental health counseling to overcome the trauma of the Hurricane, during which time a number of deceased residents' bodies were left unattended. One year after the disaster, most VOADs have depleted available resources or are no longer focused on Camden County.



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## Hurricane Wanda (Cont.)

- ❖ 11 percent of the county's population has left the county. Between the costs associated with rebuilding the community and the disaster's effect on the tax base, the county is at risk of declaring bankruptcy.
- ❖ During debris clearance, a number of indigenous plant species have been damaged and are endangered. Recent studies have also linked an insecticide used after Hurricane Wanda to further damage to the plant species.
- ❖ While most infrastructure has been repaired, the repairs were minimal, in order to expedite the overall recovery process. As a result, a significant number of damages have already manifested (e.g., potholes on popular routes)



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The scenario reads, "One year ago, Hurricane Wanda (a Category 4 hurricane) made landfall on the coast of Georgia and caused significant damage to portions of Camden County. Today, the county is still experiencing challenges in the following areas:

- Long-term housing presents significant challenges. Greater than half of the county's housing stock was damaged during the hurricane and a number of residents have left the county or are sheltering in "temporary" housing arrangements.
- Because a number of residents chose not to evacuate and the healthcare system was overwhelmed, 30 percent of county residents require mental health counseling to overcome the trauma of the hurricane, during which time a number of deceased persons' bodies were left unattended. One year after the disaster, most [Volunteer Organizations Active in Disasters] have depleted available resources or are no longer focused on Camden County.
- 11 percent of the county's population has left the county. Between the costs associated with rebuilding the community and the disaster's effect on the tax base, the county is at risk of declaring bankruptcy.

- During debris clearance, a number of indigenous plant species were damaged and are endangered. Recent studies have also linked an insecticide used after the hurricane to further damage to the plant species.
- While most infrastructure has been repaired, the repairs were minimal, in order to expedite the overall recovery process. As a result, a significant number of damages have already manifested (e.g., potholes on popular routes)."

The discussion questions for the micro-exercise are captured in **Figure 11**.

*Figure 11: Camden County Micro-Exercise Discussion Questions*

### RSF Breakout: Hurricane Wanda Discussion

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- ❖ How could your RSF contribute to Camden County's recovery from this hurricane?
- ❖ How would your organizations work together to share resources and information?
- ❖ What resources would you need to be effective?
- ❖ Which organizations would you depend on?
- ❖ What information would you need?
- ❖ What capabilities and services could you provide?
- ❖ What capabilities and services could you provide as an RSF versus single organizations?
- ❖ What challenges might you encounter?


Camden County  
Coastal Community Government


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### Real-World Examples and Case Studies

In addition to exercises, scenarios, or other engagement mechanisms, planning communities have recognized the value of providing tangible, real-world examples of disaster recovery and redevelopment concepts to help stakeholders better understand their role within recovery or the process as a whole. Specifically, examples of Recovery Support Function coordination can be useful to convey the type of collaboration that disaster conditions demands.

## Hazard Analysis

To effectively complete the recovery and redevelopment planning process, the planning jurisdiction should conduct a hazard analysis. Typically, this is completed as part of the jurisdiction's hazard mitigation planning process, but there is potential for the community to expand analysis of hazards by securing supplemental funding for special studies. The purpose of this analysis is to ensure that probable threats with lasting impacts are presented in a long-term recovery and redevelopment plan so that planning stakeholders understand the need for and justification of the plan.

Chatham County identified natural hazards that would impact the county and analyzed which segments of the county (populations and geographical locations) to estimate which citizens are at risk. Based on the county's history of hazards, the planning team decided to analyze the threats of storm surge, flooding, and sea level rise. To conduct the analysis, Chatham County relied on GIS to overlay maps and populations and identify which areas contained those vulnerable to these hazards. Chatham County's planning team was supplemented with a cadre of contractors, which were able to provide an in-depth analysis that existing staff did not have time to conduct on their own. In jurisdictions with similar time or funding constraints, a more creative approach may be required.

Some of the GIS maps from Chatham County's vulnerability assessments and included in the final plan have been provided below for reference (**Figures 12-14**). Additionally, a copy of Brantley County's vulnerability assessment can be found in the Brantley County Recovery and Redevelopment Plan, available in "**Appendix III.**"

The adjacent map depicts critical facilities' vulnerability to 100-year floods in Chatham County.

The Chatham County planning team made the decision to include cultural and historical sites and areas containing vulnerable populations (e.g. child care facilities, nursing homes, homeless shelters, mobile home parks, animal-related facilities, and houses of worship) in the vulnerability assessment and GIS analysis. Other critical facilities included:

- Police departments
- Fire departments
- Hospitals
- Government Offices
- Schools
- Wastewater/sewage lift stations, and
- Wells

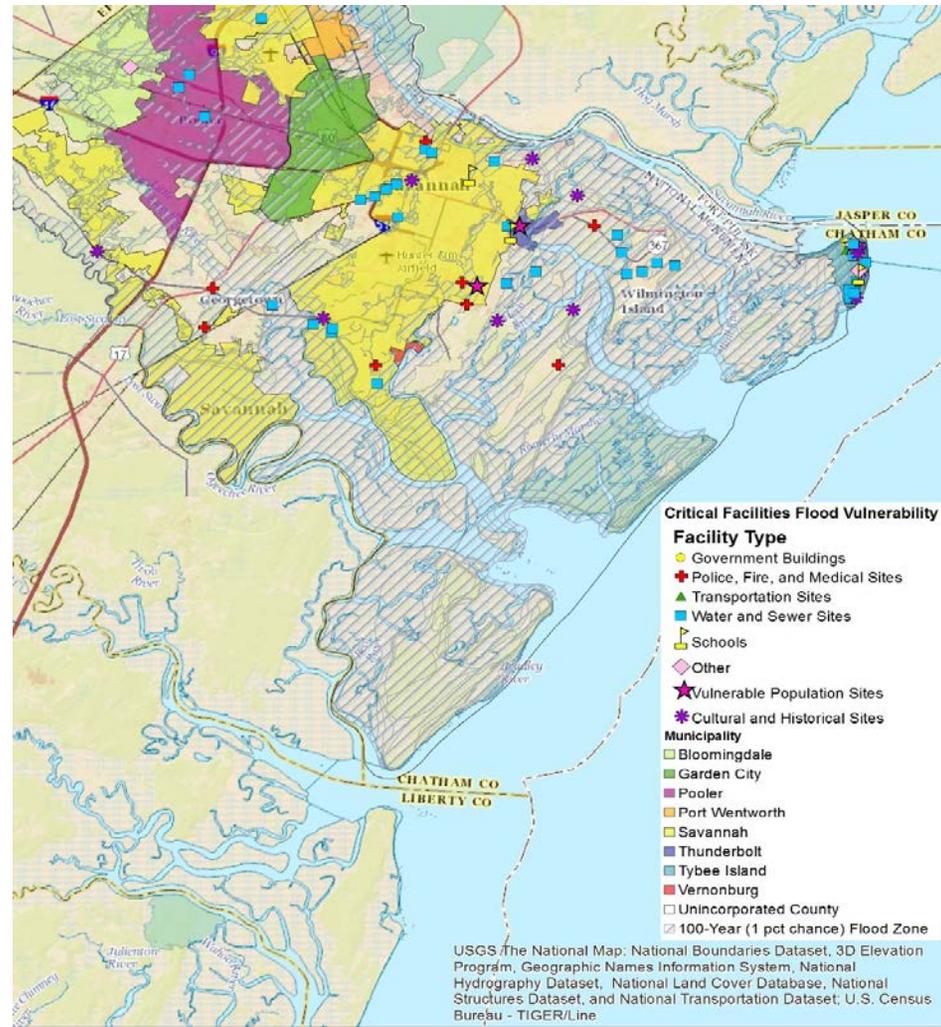


Figure 12: Chatham County, Critical Facility Flood Vulnerability

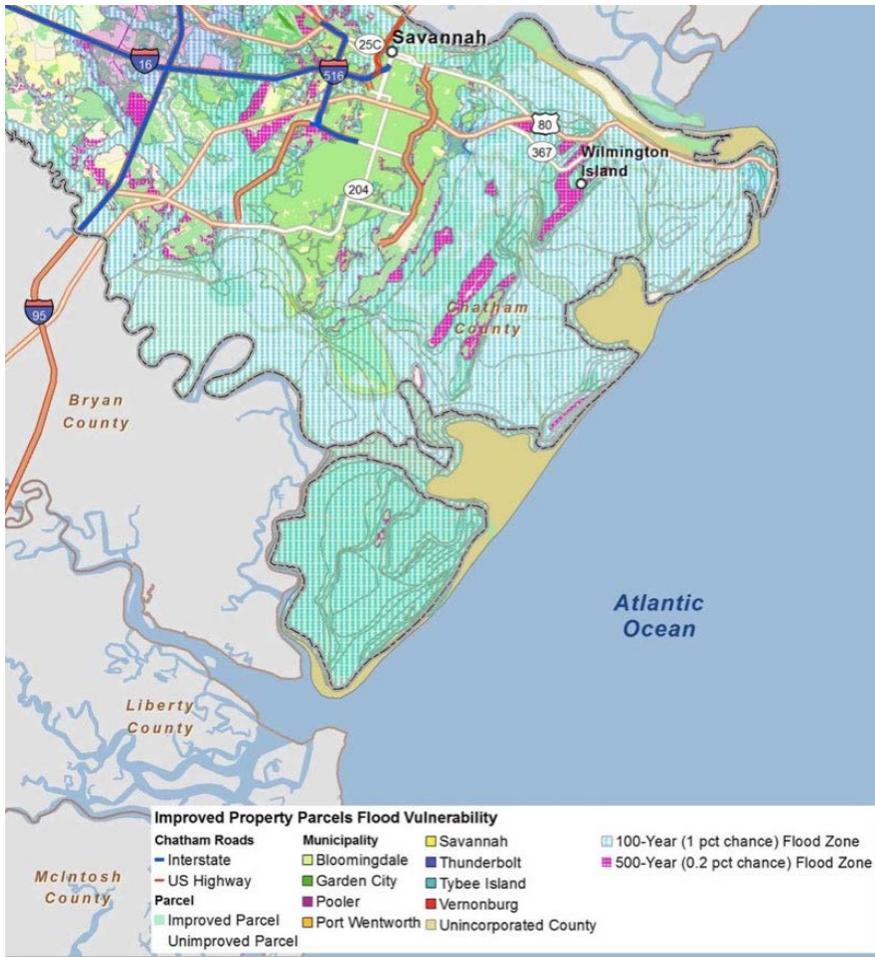


Figure 13: Chatham County, Improved Parcel Vulnerability to Flooding

This figure represents improved property vulnerability to flooding in Chatham County. Improved property was defined as any parcel where the building value was greater than zero.

The map represents the municipal areas within the county and is overlaid with major roadways and 100-year and 500-year flood zones to show the likelihood of developed areas succumbing to floodwaters.

This image depicts estimated sea-level rise over the next 100 years in relation to improved property. The estimated land cover classification is overlaid with major roads to represent what land may eventually be vulnerable to sea-level rise, tidal changes, and severe weather. The same analysis was also conducted for 25 and 50 years in the future.

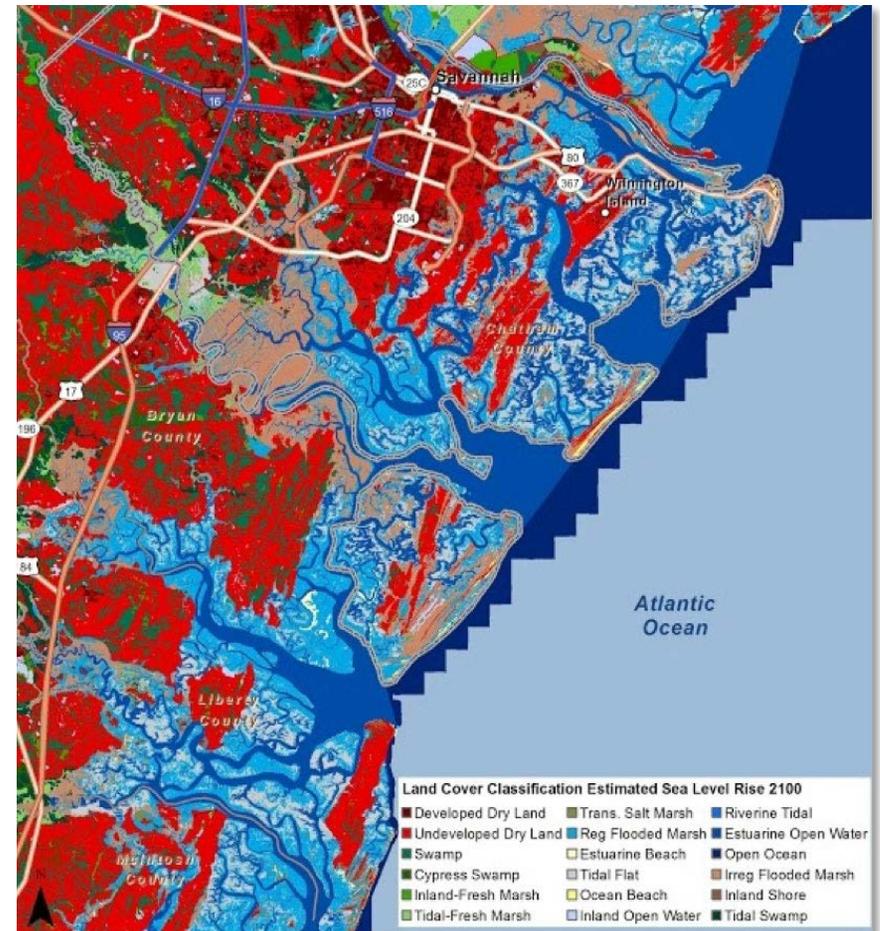


Figure 14: Chatham County, Estimated Sea Level Rise, 2100

# Resilience Assessment

The purpose of conducting a resilience assessment is to identify (1) how the county is vulnerable to threats and hazards and (2) what capacity the county has to withstand and advance in spite those same threats and hazards. The logical third component of the resilience assessment is a list of prioritized recommendations that the planning community would use to achieve its long-term goals. Whenever possible, the recommendations provided should align to long-term community goals or plans, such as the hazard mitigation plan.

There are several resilience assessment matrices, scorecards, and methodologies, that can be used to complete the Resilience Assessment and inform the resulting recommendations. Planning communities should determine which assessment methodology is best suited to their needs, capacity, available funding, technology, staff, and more. Some prominent resilience assessment models, indices, and/or matrices are summarized in Table 3.

*Table 3: Resilience Assessment Methodologies*

Name	Description	Pros	Cons
<b>Baseline Resilience Indicators for Communities (BRIC)</b>	BRIC measures overall pre-existing community resilience. The approach provides an empirically based resilience metric for use in a policy context. Using data from 30 public and freely available sources, BRIC comprises 49 indicators associated with six domains: <ul style="list-style-type: none"> <li>➤ Social (10 indicators)</li> <li>➤ Economic (8 indicators)</li> <li>➤ Housing and infrastructure (9 indicators)</li> <li>➤ Institutional (10 indicators)</li> <li>➤ Community Capital (7 indicators)</li> <li>➤ Environmental (5 indicators)</li> </ul>	<ul style="list-style-type: none"> <li>➤ Low cost to implement</li> <li>➤ Data is available freely from public sources</li> <li>➤ Not a significant time commitment</li> <li>➤ All-hazards assessment</li> </ul>	<ul style="list-style-type: none"> <li>➤ Methodology is described in an academic article, rather than a publication intended for the general population; may be difficult to follow</li> <li>➤ Support from external party may be required to implement</li> </ul>

<p><b>NOAA Coastal Resilience Index</b></p>	<p>The tool is completed by in less than three hours using readily available, existing sources of information, in a yes/no question format. The CRI addresses six broad areas:</p> <ul style="list-style-type: none"> <li>➤ Critical facilities and infrastructure</li> <li>➤ Transportation issues</li> <li>➤ Community plans and agreements</li> <li>➤ Mitigation measures</li> <li>➤ Business plans</li> <li>➤ Social Systems</li> </ul>	<ul style="list-style-type: none"> <li>➤ Low time commitment</li> <li>➤ Low cost requirements</li> <li>➤ Can be completed by existing staff (e.g., experienced local planners, engineers, floodplain managers and administrators)</li> </ul>	<ul style="list-style-type: none"> <li>➤ Focused primarily on coastal storms, flooding events</li> <li>➤ Not intended to replace a more detailed study (i.e., the results provide just a starting place)</li> </ul>
<p><b>Communities Advancing Resilience Toolkit (CART)</b></p>	<p>CART is designed to enhance community resilience through planning and action. The CART process uses a combination of qualitative and quantitative approaches, and it involves the following steps:</p> <ul style="list-style-type: none"> <li>➤ Generating a community profile (CART Team and Partners)</li> <li>➤ Refine the community profile (Community Work Groups)</li> <li>➤ Develop a strategic plan (Community Planning Groups)</li> <li>➤ Implement the plan (Community Leaders and Groups)</li> </ul>	<ul style="list-style-type: none"> <li>➤ All-hazards</li> <li>➤ Applicable across communities of varying size and type</li> <li>➤ Intended to provide communities with the resources and knowledge necessary to drive resilience forward independently</li> </ul>	<ul style="list-style-type: none"> <li>➤ Time-intensive</li> <li>➤ Moderate costs associated with implementation</li> </ul>

The communities that have completed this type of assessment previously conducted a vulnerability assessment, a capacity assessment, and provided prioritized recommendations in three different sections of the document. In upcoming planning projects, these sections will be joined together, making the connection between the outcomes clear and hopefully resulting in stronger recommendations. These recommendations should also be tied to existing goals and plans, such as:

- Local comprehensive plans
- Local development regulations
- Comprehensive emergency management plans
- Long-term transportation plans
- Temporary housing plans
- Economic development strategy plans
- Debris management plans

The results of Chatham County’s planning capacity assessment are included in **Table 4** on the following page.

*Table 4: Chatham County Capacity Assessment (Redevelopment Plan).*

Plan Name	In Place, Under Development, Needs Updating, or Not Currently Addressed	Immediate, Short- or Long-Term Goal
Redevelopment Plan	In place	N/A
Community Blueprint	In place	N/A
Build-back Standards/ Reconstruction Ordinance	Not currently addressed	Short-term
Comprehensive Land Use Plan	In place, but needs to be updated for October 2016 state review	Immediate
Flood Mitigation Plan	In place (Chatham County has Flood Mitigation Plan; Tybee Island has Sea Level Rise Adaptation Plan, forthcoming)	N/A
Watershed Management Plan	Under development, in funding phase	Immediate
Open Space Plan	1996 Plan needs updating	Short-term
Greenway Master Plan	Under development, due early 2016	Immediate
Stormwater Management Plan	In place	N/A
Comprehensive Water Management Plan	Existing 2006 plan needs updating	Short-term

Plan Name	In Place, Under Development, Needs Updating, or Not Currently Addressed	Immediate, Short- or Long-Term Goal
Natural Resource Protection Plan	Natural Resource Protection Program exists, but no specific plan	Long-term
Flood Response Plan	In place	N/A
Emergency Operations Plan	In place	N/A
Recovery Plan	In place	N/A
Continuity of Operations Plan	In place	N/A
Evacuation Plan	In place	N/A
Hazard Mitigation Plan	In place	N/A
Disaster Resiliency Plan	Not currently addressed in Chatham County, except in Garden City	Short-term
Capital Improvements Plan	In place	N/A
Economic Development Plan	Not currently addressed for Chatham County, however Savannah has a Business Plan for 2015	Long-term
Historic Preservation Plan	In place (Chatham County and City of Savannah have plans and staff in place)	N/A
Zoning Ordinance	In place (Each jurisdiction in the County has an applicable and separate zoning ordinance)	N/A
Subdivision Ordinance	In place (Chatham County, cities of Bloomingdale, Garden City, Pooler, Savannah, Tybee Island and the Town of Thunderbolt)	N/A
Land Development Code	In place (Stormwater, erosion and sedimentation control, and tree and landscape standards are in place for Chatham County, cities of Bloomingdale, Garden City, Pooler, Port Wentworth Savannah, Tybee Island and the Town of Thunderbolt)	N/A
Building Code	In place county-wide (Chatham County follows state building code with some local modifications)	N/A
Shorefront Recovery and Redevelopment	In place (Includes docks, shores, sand dunes, and homes, in place through Georgia Department of Natural Resources)	N/A

## Timeline

In order to effectively prepare for the planning process and solicit feedback from the community, jurisdictions should schedule 6 to 12 months for plan development. This ensures that there is ample time to engage all of the necessary planning participants and gather the intelligence required to draft a plan that is truly representative of the jurisdiction's values and goals. While one year is perhaps a baseline timeframe, it should be adjusted to accommodate larger communities or exceptionally broad or detailed planning initiatives that will require more extensive stakeholder feedback.

A coastal landscape featuring a sandy dune in the foreground with tall, golden-brown grasses. In the background, a calm blue body of water stretches to the horizon under a sky filled with soft, white and light blue clouds. The overall scene is serene and natural.

# Plan Contents

# PLAN CONTENTS

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The following section provides an overview of suggested plan components based on the pilot communities' plans and lessons learned. The plan components are listed in the order that they are suggested to appear, however, planning jurisdictions may choose to reorder or add components to align to existing plans, policies, or procedures.

Ideally, this chapter will function as a loose template, from which planning teams can pick and choose components that are suited to their jurisdictions, communities, capacities, and budgets as they undertake recovery and redevelopment planning. To facilitate the process of developing a functional and customized plan, each component is accompanied by one of the following prioritization levels:

- **Minimum.** Plan components at this priority level should be completed during the first planning iteration.
- **Recommended.** Any items marked at this priority should be implemented during the first or second planning iteration.
- **Advanced.** Plan components at this priority level should be completed after the community has established a strong foundation for disaster recovery, redevelopment, and resilience.

Taken together, the minimum priorities will provide a strong baseline for recovery and redevelopment operations, while inclusion of more advanced priorities will promote even greater resilience. To view a sample table of contents and determine how the plan components identified in this chapter could fit together, see "**Appendix III.**"

## Foreword (Recommended)

A foreword or preface provides an opportunity for senior leadership, the plan manager, developer, or other community leaders to introduce the plan at a high level and share their thoughts about the document or planning process. Including a foreword can be a relatively simple way to provide elected officials or other prominent members of the community to show their support for the plan, the planning process, or share their vision for future success.

## Table of Contents (Minimum)

The table of contents helps stakeholders quickly locate pertinent sections of the plan. If the plan is going to be shared electronically, consider including hyperlinks, so that stakeholders can click the section they want to view, and the document viewing software will display that section immediately after being clicked.

## Signature of Adoption/Promulgation Page (Minimum)

A promulgation page is often included in plans to show that (once signed) the document is accepted by the community and has been approved by elected or appointed officials.

## Record of Changes (Minimum)

This section is intended to serve as a log for changes made to the plan during future planning processes. This helps ensure that lessons learned are captured in the plan and provides insight to the frequency and types of changes made to the document.

## Record of Distribution (Minimum)

Intended to record the names of all individuals or agencies that receive a copy of the plan, the Record of Distribution can be useful to ensure that all key stakeholders receive a copy of the plan.

## Introduction

### Purpose (Minimum)

The purpose of the plan should be stated simply and clearly. In pilot communities, the purpose of the plan usually includes language about clarifying roles and responsibilities, goals, and procedures to empower the handle recovery and redevelopment processes efficiently and in line with the community's values.

## SAMPLE PLAN PURPOSES

### **Brantley County's Recovery and Redevelopment Plan Purpose**

To (1) outline a framework to assist Brantley County in managing a community recovery after a disaster, (2) identify current and future projects and priorities that will increase community resilience from future disasters, and (3) provide the organization and coordination necessary for the county to recover and redevelop.

### **Chatham County's Recovery Plan Purpose**

To (1) outline a framework used to assist communities in rebuilding after a disaster while increasing the community's ability to recover from future disasters and (2) to provide the coordination necessary for the county and local governments to itself recover.

### **Chatham County's Redevelopment Plan Purpose**

To provide Chatham County with a single reference for guiding action and decision-making during the difficult long-term disaster redevelopment period and to detail the actions that can be taken before a disaster occurs to speed the recovery and redevelopment process.

## Scope and Applicability (Minimum)

This section describes the plan's intended audience (i.e., who the plan applies to). The audience might include the plan owners, elected or appointed officials, and/or recovery support function stakeholders.

## Disaster Recovery and Redevelopment Process (Recommended)

This section provides an overview of the disaster recovery and redevelopment process by explaining the general timeline, the types of recovery operations, and clarifying the terminology used in the plan.

## Situation Overview (Minimum)

### Overview/Background

The purpose of the situation overview is to characterize the planning environment and explain why the plan is necessary or justified. The background serves as an introduction to the planning jurisdiction. The pilot communities both used this section to provide a high-level overview of the unique characteristics, planning challenges, hazards, and geographic location of their jurisdiction and a brief summary of the plan's goals.

### Hazard Risk Overview

This information may come from the jurisdiction's hazard mitigation plan, special studies, or regional analysis of the threats. In Charlton and Camden County, the hazards are classified by type: natural or human-caused. The purpose of this section is to help plan stakeholders understand the types of hazards the jurisdiction is likely to face. By understanding these hazards, the jurisdiction will be better prepared to build resilience to the hazards identified. Specifically, it is highly recommended that coastal communities conduct hazard analysis for coastal threats such as storm surge or sea level rise. The section should identify, at minimum, the following findings from the hazard analysis: a description of the hazard, the likelihood that it will occur in that area, and a description of the anticipated or potential impacts. This will set the stage for the rest of the plan, by defining the operating environment that the plan is likely to be used in.

## Resilience Assessment (Minimum)

The purpose of the Resilience Assessment is to assess the planning jurisdiction's previous efforts to think through disaster redevelopment in the natural and built environment, consolidate those findings, and articulate a path forward based on the community's values and gaps in order to capitalize on the unique opportunities that arise in a post-disaster environment. To achieve this aim, the Resilience Assessment should:

- Assess the county's vulnerabilities,
- The county's capacity to deal with those vulnerabilities, and
- Provide targeted recommendations to reduce vulnerability or increase capacity.

The organization of the Resilience Assessment in Charlton and Camden Counties is based on the approach identified in the article, "Measuring Community Resilience: The Role of the Community Rating System (CRS)" by Ajita Atreya and Howard Kunreuther, which

provides guidelines for assessing each of the six capitals: Human, Social, Physical, Natural, Financial, and Political.<sup>36</sup> Definitions for each of the six capitals is depicted in **Table 4**.

*Table 5: Six Capitals*

Capital Indicator Definitions
<b>Human:</b> Refers to skills, knowledge, health and access to labor that enable people to cope with and recover from the impacts of hazards.
<b>Social:</b> Reflects networks and connectedness that increase people’s trust and ability to work together and expand their access to wider institutions, such as political or civic bodies.
<b>Physical:</b> Refers to infrastructure such as electricity, water, and transportation lifelines and the built environment of a community such as residential, commercial and public buildings.
<b>Natural:</b> There is wide variation in the resources that make up natural capital, ranging from intangible public goods such as the atmosphere and biodiversity, to divisible assets used directly for production (trees, land, etc.).
<b>Financial:</b> Denotes the financial resources at the household and community levels that can support the community’s resilience goal.
<b>Political:</b> The ability of the community to influence decisions, engage state and federal agencies in the projects, and discover new funding sources to enhance community resiliency.

Based on the findings from the Resilience Assessment, the planning jurisdiction should identify action items to reduce or mitigate gaps and/or prioritize next steps to support resilience-building. These recommendations will enable the planning community to identify and address gaps in their capacities or vulnerabilities and make stronger cases for additional planning efforts or budgetary increases. These recommendations should be based on the planning community’s values and tie back to the community’s hazard mitigation plan to the extent possible.

The approach used in Charlton and Camden Counties is just one methodology for assessing resilience, but there are several tools that exist for this very purpose. The planning jurisdiction will need to make the determination to adopt or modify the methodology described in an existing Disaster Recovery and Redvelopment Plan, or try a new assessment methodology. There are pros and cons to each type of

assessment, such as the level of effort, associated costs, regulatory oversight, and/or data or time commitments that should be considered when choosing a methodology. For more information about conducting a resilience assessment, see the chapter on “Pre-Planning Actions.”

## Priority Redevelopment Areas (Advanced)

Critical to economic redevelopment, this section sets forth criteria that establishes what constitutes a priority redevelopment area (e.g. a site or section of the county that should be redeveloped before any others due to its economic, social, or logistical value to the entire jurisdiction). While setting forth the criteria for such an area is somewhat easier, actually identifying those areas and providing the empirical research to support the determinations requires a significant amount of time, effort, and multiple meetings with community members to ensure that their values are reflected in the resulting prioritization. Similar to the previous section, these prioritized redevelopment areas should be based on existing risk assessments and the community’s Hazard Mitigation Plan and long-term community goals.

## Planning Assumptions (Minimum)

Planning assumptions provide additional context regarding post-disaster recovery and redevelopment expectations, the planning process or environment, or unique features about the the jurisdiction’s operating environment.

## Vision, Priority Issues, and Goals (Minimum)

Significant disasters can cause strain available resources, causing county officials, and citizens alike to make challenging ethical decisions. This section is intended to establish guiding principles to empower community leaders to make those tough decisions by establishing the jurisdiction’s definition of success before those conditions arise.

### Vision of Success

The plan’s vision and values should be firmly rooted in the values of the community it represents and personalized for each jurisdiction. Additional values may be added at the discretion of the planning team to effectively tie community values back to emergency management and community planning concepts.

## BRANTLEY COUNTY'S RECOVERY VISION

After a disaster, Brantley County will maintain local control over post-disaster recovery and redevelopment operations, while seeking State, federal, and private sector contract support where needed. The County intends to partner with the whole community to restore community functions, rebuild lives, revitalize impacted areas as needed and achieve self-sufficiency, sustainability, and resilience for Brantley County, its residents and businesses, in the long-term.

## Priority Issues

Priority issues are problem-statements that identify the challenges or concerns that the planning community expects to face or has faced during previous events. Examples from the pilot communities include: maintaining public safety, communicating with neighboring or regional jurisdictions, identifying available resources, accomplishing a timely restoration, strengthening, and revitalization of critical infrastructure and housing.

## Goals

The goals articulated in this section are intended to address the challenges identified in the “priority issues” section. Some pilot communities organized their goals by phases of a disaster to help prioritize the tasks. Example goals include:

- (Pre-Disaster) Establish a Recovery Planning Committee to identify critical community stakeholders, maintain pre-disaster coordination, and enhance relationships with the whole community.
- (Pre-Disaster) Train on current requirements, procedures, timelines, and benefits of the Public Assistance Program.
- (Short-Term) Restore critical infrastructure, including communications systems.
- (Short-Term) Facilitate the safe return of residents following an evacuation.
- (Intermediate) Protect socially and economically vulnerable populations by ensuring a smooth transition of health and social services from short-term recovery operations to long-term redevelopment assistance.
- (Long-Term) Protect, restore, and preserve the unique ecosystems and historical assets of the jurisdiction to ensure successful redevelopment and citizens' quality of life.
- (Long-Term) Develop new, permanent, sustainable, and accessible housing that meets the needs of the community.

## Roles and Responsibilities (Minimum)

It is usually helpful to provide a list of roles and responsibilities in written plans, because it helps individuals or agencies that may not be familiar with a plan to quickly identify their role and ensure that they understand their responsibilities in the process. This is especially true in recovery and redevelopment planning as there will likely be a large number of individuals involved in recovery that have a limited conception of emergency operations. Chatham County included roles and responsibilities for not only those directly involved in the recovery process, but for individuals and households, local, state, and federal governments, non-governmental and volunteer organizations, and the private sector.

### Recovery Support Functions

To effectively distribute the tremendous recovery and redevelopment workload, each jurisdiction should establish recovery support functions (RSFs) and list the lead agencies and supporting agencies for each function. The purpose of RSFs is to bring together the core recovery and redevelopment capabilities of departments and agencies, including those not active in emergency response, to focus on community recovery needs. The RSFs are scalable and adaptable, so they can be altered to suit the needs of each jurisdiction's recovery and redevelopment process. See Table 5 to view RSFs within the State of Georgia and at the national level.

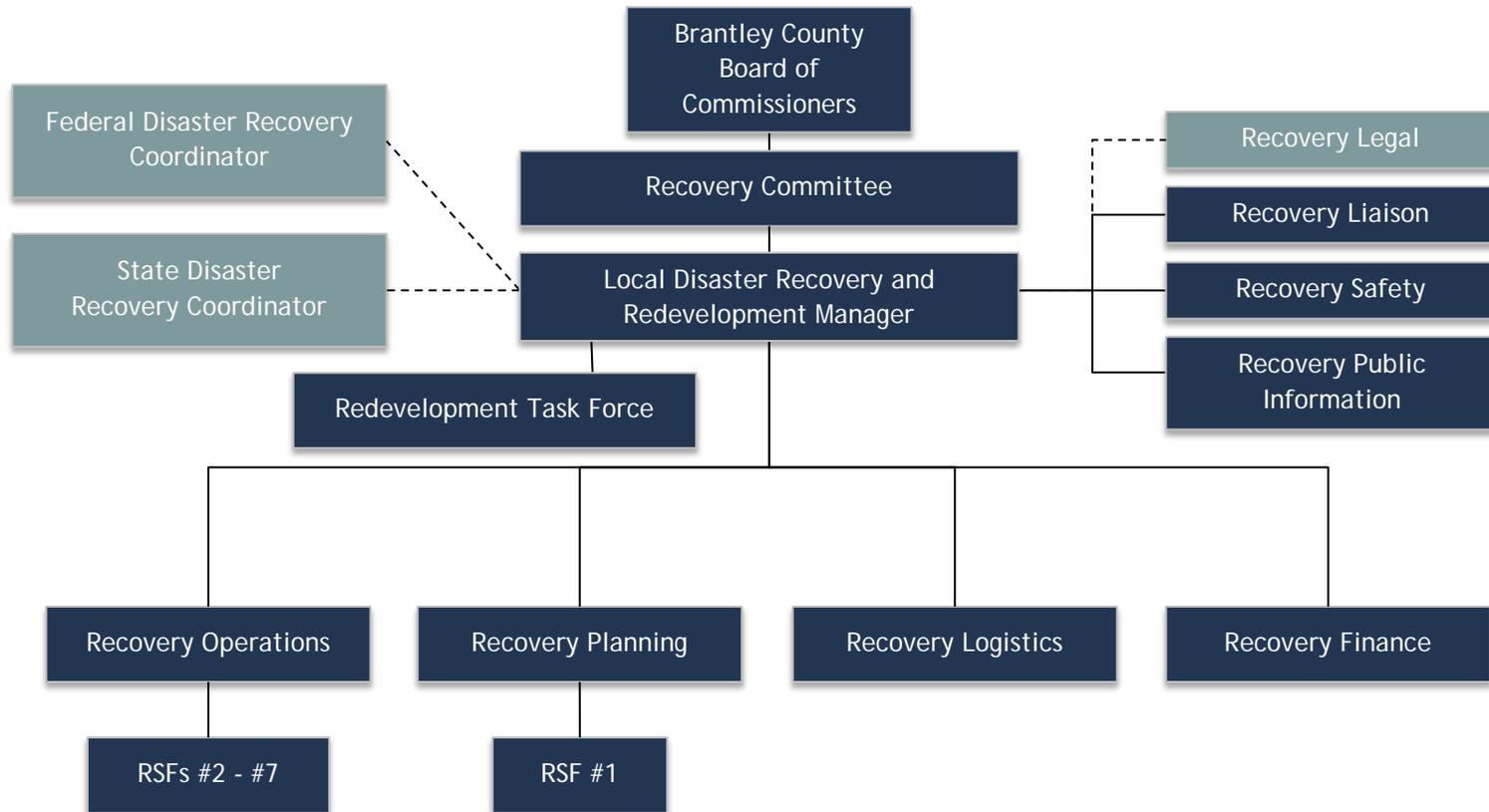
*Table 6: Recovery Support Functions at National and State Levels*

National Disaster Recovery Framework Core Capabilities	State of Georgia RSFs
<ul style="list-style-type: none"> <li>➤ Planning</li> <li>➤ Public Information and Warning</li> <li>➤ Operational Coordination</li> <li>➤ Economic Recovery</li> <li>➤ Health and Social Services</li> <li>➤ Housing</li> <li>➤ Infrastructure Systems</li> <li>➤ Natural and Cultural Resources</li> </ul>	<ul style="list-style-type: none"> <li>➤ Community Planning and Capacity Building</li> <li>➤ Economic Recovery</li> <li>➤ Health and Social Services</li> <li>➤ Housing</li> <li>➤ Infrastructure Systems</li> <li>➤ Voluntary Organizations Active in Disasters</li> </ul>

## Operational Organization

This component should establish the organizational structure for managing recovery. Brantley County’s organizational structure has been included on the following page as an example (Figure 15), but the structure should be adjusted to fit the capacity and existing roles and responsibilities.

Figure 15: Sample Recovery and Redevelopment Organizational Structure (Brantley County)



## Concept of Operations (Minimum)

The strategies outlined in the plan should facilitate the implementation of recovery and redevelopment programs and guide community leaders through the complex process of returning to pre-disaster conditions by offering a flexible framework for decision-making. The Concept of Operations should establish clear leadership and coordination to identify how a community will work together after a disaster. Because recovery and redevelopment operations have the potential to last for months or years, it is recommended that planning communities use a phased approach to these operations, during which time leadership or oversight over recovery and redevelopment operations might transition from public safety officials to elected or appointed personnel who are responsible for ensuring the long-term success and achievement of the community's vision. For this reason, the Concept of Operations in Charlton and Camden's plans are broken into phases of: activation, recovery operations, redevelopment, and demobilization.

## Recovery Sites and Facilities (Minimum)

This section is comprised of a list of sites where recovery operations are performed and a brief description of its function, how the site is activated, and which agency is responsible for managing the site. If a facility is co-located with another or there are location requirements (e.g., the Joint Field Office should be located near the Recovery Coordination Center) that should be indicated in the section as well.

## Financing Recovery and Redevelopment (Minimum)

Jurisdictions should take the time to identify sources of post-disaster funding for both the short and long-term. There are a number of programs and funding streams available that should be considered, such as: local reserves and insurance, commercial loans for individuals and households, pre-established contracts, lease-purchase, tax anticipation notes, and hazard mitigation funding. Each type of funding should be researched and assessed based on the jurisdiction's needs to ensure that the entire recovery process is funded to prevent projects from stalling or remaining incomplete. Hazard mitigation funding may be available both before and after disasters, and should be a cornerstone of financing not only recovery and redevelopment, but resilience-building projects.

The more diversified the jurisdiction's recovery funds are, the better prepared they will be for a major incident. Additionally, it is highly recommended that the planning team identifies which federal emergency relief programs are available both before and after a Presidential Disaster Declaration is made and become familiar with each program's requirements and processes and includes the list in the recovery plan. Chatham County's Redevelopment Plan included tables for pre-disaster federal fiscal resources and post-disaster federal fiscal resources along with summaries of each program and any relevant deadlines ("Appendix II").

This section of the plan should also include operational strategies, roles and responsibilities, or future development actions to support the expansion of the planning community’s ability to manage disaster relief funds. Additionally, if there are any plans, policies, or procedures that are relevant to disaster cost recovery, they should be included in this section of the plan.

## Plan Maintenance (Minimum)

The purpose of this section is to assign ownership for maintaining and updating the plan. This ensures that the plan is reflective of actual or intended outcomes of recovery and redevelopment operations at all times.

## Plan Adoption Checklist (Advanced)

To ensure that the plan is circulated through the required channels and to preclude any delays in adoption, the planning community might benefit from identifying the steps that are required to have the plan formally adopted. This will enable the planning team to develop a strategy to review relevant contracts, agreements, or legal requirements. This is to prevent a single individual or agency from being saddled with the burden of pushing the plan through the adoption process on their own—especially if they are already pressed for time or resources.

## Authorities and References (Minimum)

The purpose of this section is to identify any legal authorities that provide justification for the plan or identify sources for resources or references made in the plan. For an example, refer to the “References and Resources” chapter of this document.

## Acronyms and Abbreviations (Minimum)

If the plan contains any acronyms or abbreviations, they should be consolidated in a separate section for easy reference. During recovery and redevelopment operations it is possible that individuals with limited exposure to acronyms or abbreviations will support operations and would benefit from a “cheat sheet.”

## Appendices (Minimum)

Plan appendices in the pilot communities typically contain operational support tools, such as conference call agendas. Planning communities should develop at least one operational support tool that will empower them to efficiently perform recovery and redevelopment operations.

A coastal landscape featuring a sandy dune in the foreground with tall, golden-brown grasses. The ocean is visible in the middle ground, and the sky is filled with soft, white clouds. The word "Implementation" is overlaid in white text on a dark blue horizontal band across the center of the image.

# Implementation

# IMPLEMENTATION

Developing realistic implementation roles and responsibilities is a critical task in the planning process. As with any other plan, recovery and redevelopment plans will not be effective if the plan is considered the end product. These processes should contribute to the plan's established goals and objectives by facilitating the implementation of any policies or programs that were identified as a result of the planning process.

## Future Development Actions

Future development actions should summarize the community's planning-related goals, such as:

- Adopting necessary policies and procedures,
- Conducting additional studies,
- Training staff and stakeholders, and/or
- Conducting public outreach.

While it is important to recognize the diligence of the planning team when a new plan is adopted, it is hardly the end of the process of planning for recovery and redevelopment. Taking a short break or celebrating somehow may help to re-energize the team about the longer process of implementation. However, the process of implementation is arguably more difficult and may take longer than drafting the plan, so it is important to assign responsibility and continue to communicate the importance of the work being completed. Assigning responsibility, regularly holding status updates, and effectively communicating the significance and successes of the implementation process will be crucial to maintaining the momentum of the planning process.

### FUTURE DEVELOPMENT ACTIONS EXAMPLES

Conduct a countywide resilience assessment and publicize the findings.

Update the municipality's redevelopment recommendations based on revised outcomes from the hazard mitigation plan.

Engage regional partners in a recovery-driven exercise by 2025.

## Plan Maintenance

In order to effectively represent the communities they govern, recovery and redevelopment plans should be updated on a regular basis to ensure that the plan reflects the current conditions in the community, as well as best practices and lessons learned from previous activations. Plans should undergo a major update once every five years, in addition to undergoing an annual update each year.

*Table 7: Plan Update Processes*

Annual Update Actions	Major Plan Update Actions
<ul style="list-style-type: none"> <li>➤ Review stakeholder membership and update as needed.</li> <li>➤ Document actions that have been completed and remove them from plan action lists.</li> <li>➤ Include new actions as recommended by the stakeholder group.</li> <li>➤ Determine if priorities need readjusting and review the actions previously schedule to be implemented over the next year. Adjust implementation timeframes if necessary.</li> <li>➤ Seek resources and funding for actions scheduled for the following 1-3 years.</li> <li>➤ Prepare a report of accomplishments to be circulated amongst elected officials or other bodies of oversight.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Conduct research to determine if there is new guidance on recovery/redevelopment planning that will affect the overall planning process.</li> <li>➤ Update the vulnerability assessment data, if new data is available or needs to be conducted.</li> <li>➤ Conduct a new assessment and update the capacity assessment data.</li> <li>➤ Research and update potential funding sources and application deadlines, as necessary.</li> <li>➤ Update and reprioritize action items based on current assessments, if necessary.</li> <li>➤ Document the planning process, including public participation.</li> </ul>

Jurisdictions may want to consider aligning major planning revisions with other relevant plans to consolidate and minimize duplication of effort especially if the updates require community outreach or meetings to obtain feedback. Refer to **Table 8**, which was adapted from the Florida Post-Disaster Redevelopment Planning Guidebook.

## Training/Exercise

An important component of implementation of any plan includes training staff for their roles and exercising the plan to identify any gaps or inconsistencies. Recovery and redevelopment planning is no exception, and should therefore be included in regular training and exercising. It is important that those involved in recovery and redevelopment not only understand their role, but have an idea of what to expect after a disaster. Talking through specific scenarios can help to familiarize them with complex recovery processes, identify points of transition from response to recovery, and clarify roles and responsibilities. When the recovery team understands how to adequately support the process, the community can bounce back faster. But it is often a lack of knowledge, skills, or capacity to perform recovery duties that hinders swift recoveries. Review the considerations that follow for suggestions to increase opportunities to train and exercise recovery and redevelopment principles:

- Conduct micro-exercises throughout the planning session to test and practice using operational support tools or to evaluate planning concepts.
- Take advantage of scheduled or annual exercises to practice recovery and redevelopment concepts.
- Conduct after-action reviews following exercises and real-world events to incorporate or record lessons learned.
- Consider using exercises as a method to educate and/or engage the Whole Community.

## Outreach

Much like its role in the planning process, the community's involvement in implementation is crucial to the plan's success. Community members need to be educated and informed about preparedness, recovery, redevelopment, mitigation, and resilience, which requires an active channel of communication between citizens and government. This channel of communication is opened and maintained through regular engagement via planning, training, and exercising. Higher frequencies of government interaction will provide citizens several opportunities to make decisions about how the plan is implemented, including which policies are altered or created, both before and after disasters.

Community leaders should work diligently to establish open lines of communication before a disaster occurs. Communication can create a sense of safety, trust, and respect for local government by informing residents that there are plans in place to protect them and provide both physical and social resources. This communication should seek to inform citizens about the overall purpose and basic components of

the plan, with a slight emphasis on educating them about the policies and programs that are activated after a disaster. Citizens will be better equipped to recover from a disaster on an individual level when they are armed with knowledge of what to expect and what to do.

While pre-disaster communication can lubricate the cogs of post-disaster activities, open lines of communication become even more critical after a disaster. Jurisdictions should recognize the criticality of communications during and after emergencies and formulate a plan to facilitate consistent, accessible, and clear communication. After a major disaster, citizens will be preoccupied with a few major concerns: what are community leaders doing to help them recover and what do they need to do next? To cope with the intensity of these questions, community leaders need to identify strategies to engage citizens in constructive dialogue that will (1) convey how community leaders/local government are driving progress and being successful and (2) provide citizens with a venue to provide constructive feedback about the process and obtain information about the overall process of recovery. It may be helpful to tie recovery objectives back to community engagement meetings during the planning process, so that citizens can see how their input correlates to recovery and redevelopment operations.

## Post-Disaster Activation/Implementation

Recovery is a complex process, and is likely to be different for each disaster. As such, recovery and redevelopment plans should be flexible enough to accommodate a dynamic timeline. Activation of the plan should require a specific individual within an appropriate and legally empowered position to decide whether to activate recovery and redevelopment plans or an obvious trigger to set recovery in motion. Additionally, each jurisdiction needs to determine how much of the plan will be activated following a disaster. These decision-making processes need to be outlined within the plan to ensure that the plan can be activated as quickly and effectively as possible after a disaster.

Any responsibility for activating and deactivating the plan needs to be clearly delineated to establish accountability. To facilitate wise decision-making, the planning team should consider creating thoughtful and practical job aids to be incorporated into the plan to guide executive leadership in high-stress situations.

A coastal landscape featuring a sandy dune in the foreground with tall, golden-brown grasses. In the background, a calm blue ocean stretches to the horizon under a sky filled with soft, white and light blue clouds. The scene is captured during the golden hour, with warm light illuminating the grass and sand.

# References & Resources

# REFERENCES AND RESOURCES

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Post-Disaster Redevelopment Planning: A Guide for Florida Communities (2010)

<http://www.floridadisaster.org/Recovery/documents/Post%20Disaster%20Redevelopment%20Planning%20Guidebook%20Lo.pdf>

Comprehensive Preparedness Guide 101 (2010)

[https://www.fema.gov/media-library-data/20130726-1828-25045-0014/cpg\\_101\\_comprehensive\\_preparedness\\_guide\\_developing\\_and\\_maintaining\\_emergency\\_operations\\_plans\\_2010.pdf](https://www.fema.gov/media-library-data/20130726-1828-25045-0014/cpg_101_comprehensive_preparedness_guide_developing_and_maintaining_emergency_operations_plans_2010.pdf)

The National Disaster Recovery Framework (NDRF) (2016)

[https://www.fema.gov/media-library-data/1466014998123-4bec8550930f774269e0c5968b120ba2/National\\_Disaster\\_Recovery\\_Framework2nd.pdf](https://www.fema.gov/media-library-data/1466014998123-4bec8550930f774269e0c5968b120ba2/National_Disaster_Recovery_Framework2nd.pdf)

Disaster Impact and Unmet Needs Assessment Kit (2013)

<https://www.hudexchange.info/resource/2870/disaster-impact-and-unmet-needs-assessment-kit/>

2013 Executive Order, Governor of Georgia

[https://gov.georgia.gov/sites/gov.georgia.gov/files/related\\_files/document/01.14.13.01.pdf](https://gov.georgia.gov/sites/gov.georgia.gov/files/related_files/document/01.14.13.01.pdf)

Chatham County Recovery and Redevelopment Plans (2015)

<http://www.chathamemergency.org/disaster-recovery-plan.php>

Glynn County Disaster Recovery and Redevelopment Plan (2017)

<https://www.glynncounty.org/DocumentCenter/View/57780/Disaster-Recovery-and-Redevelopment-Plan?bidId=>

National Preparedness Goal (2015)

[http://www.fema.gov/media-library-data/1443799615171-2aae90be55041740f97e8532fc680d40/National\\_Preparedness\\_Goal\\_2nd\\_Edition.pdf](http://www.fema.gov/media-library-data/1443799615171-2aae90be55041740f97e8532fc680d40/National_Preparedness_Goal_2nd_Edition.pdf)

Planning for Post-Disaster Recovery: Next Generation (2016)

<https://www.planning.org/research/postdisaster/>

Recovery from Disaster Handbook

<https://dps.mn.gov/divisions/hsem/library/Documents/Disaster%20Management%20Handbook%202011%20Rev%205.pdf>

Facilitation Tip Sheet

[http://www.cdc.gov/phcommunities/docs/plan\\_facilitation\\_tip\\_sheet.doc](http://www.cdc.gov/phcommunities/docs/plan_facilitation_tip_sheet.doc)

Georgia Department of Natural Resources Disaster Recovery and Redevelopment Plan Template

[http://www.gadnr.org/statewidePlans?cat=inside\\_dnr](http://www.gadnr.org/statewidePlans?cat=inside_dnr)

A coastal landscape featuring a sandy dune in the foreground with tall, golden-brown grasses. The dune slopes down towards a calm, blue ocean. The sky is filled with soft, white clouds, suggesting a clear day. The overall scene is serene and natural.

# Appendix I

# APPENDIX I: ACRONYMS

Acronym/Abbreviation	Term
AAR	After-Action Review/Report
CPG	Comprehensive Preparedness Guide
CRD	Coastal Resources Division
DNR	Department of Natural Resources
EMS	Emergency Medical Services
EMT	Emergency Medical Technician
EOC	Emergency Operations Center
HMGP	Hazard Mitigation Grant Program
NDRF	National Disaster Recovery Framework
NOAA	National Oceanic and Atmospheric Administration
RSF	Recovery Support Function

A coastal landscape featuring a sandy dune in the foreground with tall, golden-brown grasses and some green shrubs. In the background, a calm blue body of water stretches to the horizon under a sky filled with soft, white and light blue clouds. The overall scene is serene and natural.

# Appendix II

# APPENDIX II: FEDERAL FUNDING

The following tables summarize several federal funding programs. While federal programs can be useful, they should not be a jurisdiction’s only means of recovery and redevelopment financing; other funding streams need to be identified and assessed based on the jurisdiction’s individual needs.

Program	Purpose
<b>Hazard Mitigation</b>	
<b>Pre-Disaster Mitigation</b>	To assist communities to implement hazard mitigation programs designed to reduce overall risk to the population and structures before the next disaster occurs.
<b>Hazard Mitigation Grant Program</b>	To prevent future losses of lives and property due to disaster; to implement state or local hazard mitigation plans; to enable mitigation measures to be implemented during immediate recovery from a disaster; and to provide funding for previously identified mitigation measures to benefit the disaster area.
<b>General Funding</b>	
<b>FEMA Individual Assistance</b>	FEMA’s Individual Assistance Program provides services to individuals and households that are impacted by disasters. These services include crisis counseling, disaster unemployment assistance, disaster legal services, and housing assistance.
<b>FEMA PA Program</b>	To provide supplemental assistance to states, local governments, and certain private nonprofit organizations to alleviate suffering and hardship resulting from major disasters or emergencies declared by the president. PA provides funding for the repair, restoration, reconstruction, or replacement of a public facility or infrastructure damaged or destroyed by a disaster. Eligible applicants at the county level include local governments and certain private non-profit organizations. Eligible organizations include educational, emergency, medical, rehabilitation, and temporary or permanent custodial care facilities, utilities, and other facilities that provide essential governmental services to the public. PA funds may not be used when other funding sources are available, such as insurance, to avoid the duplication of benefits. To be eligible, funding must be required because of a major disaster event, be located within the designated disaster area, and be the legal responsibility of the eligible applicant.

<b>Cora C. Brown Fund</b>	To assist disaster victims with unmet disaster-related needs. When Cora C. Brown of Kansas City, Missouri, died in 1977, she left a portion of her estate to the Federal Government as a special fund to be used solely for the relief of human suffering caused by disasters.
<b>FEMA Community Disaster Loan Program</b>	The Community Disaster Loan Program provides operational funding to help local governments that have incurred a significant loss in revenue due to a major disaster that has (or will) adversely affect their ability to provide essential municipal services. This program provides low-interest loans to augment the loss of tax-revenues.
<b>Floodplain Management</b>	
<b>Community Assistance Program - State Support Services Element</b>	To ensure that communities participating in the National Flood Insurance Program are achieving flood loss reduction measures consistent with program direction. The Community Assistance Program - State Support Service Element is intended to build state and community floodplain management expertise and provide technical assistance to identify, prevent, and resolve floodplain management issues in participating communities before they develop into problems requiring enforcement action.
<b>Flood Control Projects (CFDA 12.106)</b>	To reduce flood damages through projects not specifically authorized by Congress.
<b>Flood Mitigation Assistance</b>	To fund cost effective measures to states and communities that reduce or eliminate the long-term risk of flood damage to buildings, manufactured homes, and other insurable structures.
<b>Flood Plain Management Services</b>	To promote appropriate recognition of flood hazards in land and water use planning and development through the provision of flood and flood plain related data, technical services, and guidance.
<b>National Flood Insurance Program (NFIP)</b>	To enable individuals to purchase insurance against losses from physical damage or loss of buildings and or contents therein caused by floods, mudflow, or flood-related erosion, and to promote wise floodplain management practices in the nation's flood prone areas.
<b>Flood Prevention, Emergency Advance Measures (CFDA 12.111)</b>	To mitigate, before an event, the potential loss of life and damages to property due to floods.
<b>Protection, Clearing, and Straightening Channels (CFDA 12.109)</b>	To restore channels for purposes of navigation or flood control.
<b>Snagging and Clearing for Flood Control (CFDA 12.108)</b>	To reduce flood damage.
<b>Emergency Operations Flood Response and Post Flood Response (CDFA 12.103)</b>	To provide emergency flood response and post flood response assistance as required to supplement state and local efforts and capabilities in time of flood coastal storm.

Housing and Private Property	
<b>Community Development Block Grant (CDBG)</b>	To provide for long-term needs, such as acquisition, rehabilitation or reconstruction of damaged properties and facilities and redevelopment of disaster-affected areas. Funds may also be used for emergency response activities, such as debris clearance and demolition, extraordinary increases in the level of necessary public services.
<b>CDBG/Entitlement Grants</b>	To develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low to moderate-income individuals.
<b>Emergency Solutions Grants Program (CFDA 14.231)</b>	To provide financial assistance to renovate or convert buildings for use as emergency shelters for the homeless. Grant funds may also be used to operate the shelter (excluding staff) and pay for certain support services.  Also encompasses the Federal Emergency Shelter Grants Program for the Homeless. This Grants Program is for the provision of emergency shelter and essential support services to the homeless. Funds may be used for structural improvements to shelters, shelter operating expenses, furnishings and equipment, and other services.
<b>CDBG/State's Program</b>	To develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low to moderate-income individuals.
<b>SBA Disaster Loans</b>	The SBA provides disaster loans to homeowners, renters, businesses, and private nonprofit organizations to repair or replace real estate, property, equipment, inventory, and other business assets that have been damaged or destroyed by declared disasters.
Environment and HAZMAT	
<b>Hazardous Materials Training Program - Implementation of the Superfund Amendment and Reauthorization Act of 1986</b>	To make funding available to support programs of universities as well as state, local, and tribal governments to improve emergency planning, preparedness, mitigation, response, and recovery capabilities. These programs must provide a special emphasis on emergencies associated with hazardous chemicals.
<b>Natural Resources Conservation Service Emergency Watershed Protection Program</b>	The U.S. Department of Agriculture's Natural Resources Conservation Service (NRCS) administers the Emergency Watershed Protection Program, which responds to emergencies created by natural disasters. It is not necessary for a national emergency to be declared for an area to be eligible for assistance. The program is designed to help people and conserve natural resources by relieving imminent hazards to life and property caused by floods, fires, windstorms, and other natural occurrences. NCRS may bear up to 75 percent of the construction cost of emergency measures.

Infrastructure and Public Works	
Grants & Loans for Public Works & Development Facilities	To provide financial assistance for the construction of public facilities needed to initiate and encourage the creation or retention of permanent jobs in the private sector in designated areas where economic growth is lagging.
Federal Transit Administration (FTA) Emergency Relief	FTA may provide assistance to public transit operators for protecting, repairing, and/or replacing equipment and facilities that may suffer or have suffered serious damage in an emergency or major disaster.
Federal Highway Administration Emergency Relief Program	Assistance for the repair or reconstruction of federal-aid highways and roads on federal lands which have suffered serious damage because of (1) natural disasters, or (2) catastrophic failures from an external cause.
Protection of Essential Highways, Highway Bridge Approaches, and Public Works (CFDA 12.105)	To provide bank protection of highways, highway bridges, essential public works, churches, hospitals, schools, and other nonprofit public services endangered by flood-caused erosion.
Farm Service Agency Disaster Assistance	
Emergency Conservation Program (CDFA 10.054)	Provides funding to rehabilitate farmland damaged by wind erosion, floods, hurricanes or other natural disasters, and for carrying out emergency water conservation measures during periods of severe drought.
Emergency Forest Restoration Program	Provides payments to eligible owners of rural nonindustrial private forest land to carry out emergency measures to restore forest health on land damaged by natural disaster events, such as floods, hurricanes or other natural disasters.
Emergency Assistance for Livestock, Honeybees, and Farm-Raised Fish Program	Provides payments to eligible producers of livestock, honeybees and farm-raised fish to help compensate for losses due to disease (including cattle tick fever), adverse weather or other conditions, such as blizzards and wildfires.
Emergency Loan Program	Provides emergency loans to help producers recover from production and physical losses due to drought, flooding, other natural disasters or quarantine.
Livestock Forage Disaster Program	Provides compensation for grazing losses for covered livestock on land that is native or improved pastureland with permanent vegetative cover or certain crops planted specifically for grazing. The grazing losses must be due to a qualifying drought condition or fire on federally managed land during the normal grazing period for the county.

<b>Livestock Indemnity Program</b>	Provides benefits to livestock owners and some contract growers for livestock deaths in excess of normal mortality that are the direct result of an eligible adverse weather event. In addition, LIP covers attacks by animals reintroduced into the wild by the federal government or protected by federal law.
<b>Noninsured Crop Disaster Assistance Program</b>	Provides financial assistance for non-insurable crop losses due to drought, flood, hurricane or other natural disasters.
<b>Tree Assistance Program</b>	Provides financial assistance to qualifying orchardists and nursery tree growers to replant or, where applicable, rehabilitate eligible trees, bushes and vines lost by natural disasters. A qualifying mortality loss in excess of 15 percent (in excess of normal mortality) must be sustained to trigger assistance.
<b>Taxes, Workforce, and Economic Development</b>	
<b>Payments to States In Lieu of Real Estate Taxes (CFDA 12.112)</b>	To compensate local taxing units for the loss of taxes from federally acquired lands, 75 percent of all monies received or deposited in the Treasury during any fiscal year for the account of leasing of lands acquired by the United States for flood control, navigation and allied purposes, including the development of hydroelectric power, are paid at the end of each year to the states in which such property is situated.
<b>Economic Injury Disaster Loans</b>	To assist businesses suffering economic injury because of certain presidential, secretary of agriculture, and/or SBA- declared disasters.
<b>U.S. Department of Labor National Dislocated Worker Grants</b>	National Dislocated Worker Grants temporarily expand the service capacity of Workforce Innovation and Opportunity Act employment and training programs at the state and local levels by providing funding assistance in response to large, unexpected economic events that cause significant job losses with a purpose to reemploy laid off workers and enhance their employability and earnings. Disaster Dislocated Worker Grants provide funding to create temporary employment opportunities to assist with clean-up and recovery efforts, when an area impacted by disaster is declared eligible for public assistance by FEMA or otherwise recognized by a Federal agency with authority or jurisdiction over Federal response to the emergency or disaster

A coastal landscape featuring a sandy dune in the foreground. The dune is covered with tall, golden-brown grasses and some green shrubs. In the background, a calm blue ocean stretches to the horizon under a sky filled with soft, white clouds. The overall scene is serene and natural.

# Appendix III

# APPENDIX III: BRANTLEY COUNTY DISASTER RECOVERY AND REDEVELOPMENT PLAN

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[Placeholder, plan will be added when document is finalized.]



# Appendix IV

# APPENDIX IV: STAKEHOLDER LISTS

Appendix IV contains the stakeholder lists from Charlton and Camden County to illuminate the differences between stakeholder groups in a rural (Charlton) and more urban community (Camden).

## Camden County Stakeholder List

The following list represents stakeholders invited to participate in Camden County's disaster recovery and redevelopment planning process.

Stakeholder Organization/Title
Ameris Bank
Camden County Board of Assessors
Camden County Board of Commissioners Administrator
Camden County Board of Commissioners Attorney
Camden County Board of Commissioners Code Enforcement
Camden County Board of Commissioners Commissioner
Camden County Board of Commissioners County Clerk
Camden County Board of Commissioners CRS
Camden County Board of Commissioners Deputy Administrator
Camden County Board of Commissioners Emergency Management Agency Assistant
Camden County Board of Commissioners Emergency Management Agency Director
Camden County Board of Commissioners Finance
Camden County Board of Commissioners Fleet
Camden County Board of Commissioners Grants Manager
Camden County Board of Commissioners Human Resources
Camden County Board of Commissioners Information Technology

Camden County Board of Commissioners Planning
Camden County Board of Commissioners Program Director
Camden County Board of Commissioners Public Works
Camden County Board of Commissioners Risk Management
Camden County Board of Commissioners Solid Waste
Camden County Division of Family and Children Services
Camden County Division of Family and Children Services
Camden County Geographic Information Systems
Camden County Health Department Director
Camden County Humane Society
Camden County Joint Development Authority
Camden County Joint Development Authority Director
Camden County Public Service Authority Director
Camden County School System
Camden County School System Superintendent
Camden County Sheriff's Office
Camden Fire
Chamber President
Christ's Church Camden
City of St. Marys
Coastal Assisted Living
Coastal Community Behavioral Health
Coastal Senior Living
College of Coasta Georgia
Crooked River
Cumberland Gas
Cumberland Harbor Homeowners' Association

Engineering firm
Environment Health
Family Connection
Family Matter (Mental Health)
FEMA Region IV
Georgia Department of Economic Development
Georgia Department of Health EMS Region 9 Director
Georgia Department of Natural Resources, Cooked River State Park, Law Enforcement
Georgia Department of Natural Resources
Georgia Department of Transportation
Georgia EMC
Georgia Emergency Management and Homeland Security Agency
Georgia Forestry
Georgia House
Georgia Power
Georgia Senate
Georgia State Patrol
Glynn County Emergency Management Agency
Hidden Treasures
Hospital
Hospital Administrator
Kings Village
Kingsland City Manager
Kingsland Fire
Kingsland First Baptist
Kingsland Geographic Information Systems
Kingsland Information Technology

Kingsland Mayor
Kingsland Police
Kingsland Public Works
Kingsland Tourism
Lakes Crossing Senior Care
Laural Island (Laural Landing) Homeowners' Association
Lighthouse Church
Lowes Store Manager
Lutheran Food Bank of Camden County
Magnolia Manor (senior living)
Missions/COVAD
Nassau County Emergency Management Agency
National Park Service
Navy
Nirth Carolina Environmental Quality, Coastal Mgmt.
NOAA Coastal Resilience Grant
Office of U.S. Representative Buddy Carter
Osprey Cove Homeowners' Association
Osprey Cove Homeowners' Association Emergency Response Committee Chairman
Paulk Timber Company
Pineland Bank
Public Housing
Public Service Authority Facilities Manager
Publix Store Manager
Realtor Board
Red Cross
Salvation Army

Satilla Riverkeeper
Secretary of State's Coastal Office
South East Community
St Marys Church
St Marys First Baptist
St Marys Riverkeeper
St Marys City Manager
St Marys Fire
St Marys Mayor
St Marys Police
St Marys Public Works
TDS Telecom
The Harbor Worship Center
The Nature Conservancy
Three Rivers
United Way
University of Georgia Extension
Walmart Regional Store Manager
Walmart Store Manager
Welcome Center
Woodbine

# Charlton County Stakeholder List

The following list represents stakeholders invited to participate in Charlton County’s disaster recovery and redevelopment planning process.

Stakeholder Organization/Title
Advanced Disposal
AJM Packing Corporation
Amelia Medical Care - Folkston
American Legion Post 130/Charlton County Veterans Club
Bennett's Hometown Pharmacy
Bethlehem Holiness Church
Boy Scouts Pack 3360 - Folkston
Camp Pinckney Baptist Church
Caterpillar, Inc.
Charlton County Board of Commissioners: District Five
Charlton County Board of Commissioners: District Four
Charlton County Board of Commissioners: District One
Charlton County Board of Commissioners: District Three
Charlton County Board of Commissioners: District Two
Charlton County Board of Education
Charlton County Chamber of Commerce
Charlton County Chief (Tax) Appraiser
Charlton County Christian Academy
Charlton County Code Enforcement
Charlton County Emergency Management Agency
Charlton County Emergency Medical Services
Charlton County Farm Bureau Insurance
Charlton County Firefighters

Charlton County Health Department
Charlton County Herald
Charlton County Manager
Charlton County Permit Clerk and 911 Addressing Coordinator
Charlton County Public Works
Charlton County Sheriff's Office
Charlton County Tax Commissioner
Charlton County Visiting Nurses Services
Charlton Historical Society
Church of Christ
Church of God
City of Folkston
City of Homeland
Coastal Pines Technical College
Comcast
Concerted Services, Inc.
CSX - Nahunta Subdivision
D Ray James Correctional Facility
Division of Family and Children Services
First Assembly of God
First Baptist Church
First Baptist Church of St. George
FNB South
Folkston Family Practice
Folkston Funnel
Folkston Housing Authority
Folkston ICE Processing Center
Folkston Park Care and Rehab

Folkston Park Care and Rehab
Folkston United Methodist Church
Gantt Hardware & Hunting
Georgia Department of Transportation
Georgia Forestry Commission
Georgia Physicians South - Folkston
Georgia Power
Grace Chapel Baptist Church
Greater Faith Missionary Baptist
Homeland Pentecostal Church
Hopkins Gowen Oil Company
House of Faith
House of Love
Inn at Folkston
Jerusalem Holiness Church
Masonic Lodge 196 - Folkston
Mayo Clinic Health System - Waycross
MIDS, Inc.
Mt. Carmel Baptist Church
Mt. New Home Baptist Church
New Life Baptist Church
Okefenokee Rural Electric Membership Corporation
Okefenokee Restaurant
Race Pond Church Of God
Rayonier Atlantic Timber Company
South Georgia American Red Cross
South Georgia Regional Commission
Southeast Georgia Health System

Southeast Health District
Southeastern Bank
Southern Ionics
St. Francis Catholic Church
St. George Church of God
St. Mary's Riverkeeper
St. Matthews Baptist Church
State Farm Insurance - Folkston
Toledo Manufacturing Company
U.S. Fish and Wildlife Service
UF Family Medicine Center - Charlton
University of Georgia Extension Charlton County
Unison Behavioral Health
United 1st Federal Credit Union
Varnes Timber Company
Victory Baptist Church
Weyerhaeuser
Windstream