

Non-Profit Involvement in Disaster Response and Recovery

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Introduction

Non-profits are often on the front lines after a disaster by providing immediate and long-term assistance to affected individuals and families. Non-profits readily respond to the immense human need caused by natural and man-made disasters. Yet there has been limited research on the non-profits sector's assets, roles, gaps and potential in providing coordinated support. This paper examines the experience of Jeff Stys in his role of providing coordination to long-term recovery efforts in the Texas Gulf Coast after Tropical Storm Allison (2001), Hurricanes Katrina and Rita (2005) and Hurricane Ike (2008). Within his capacity at the United Way of Greater Houston and as a private consultant, he organized three separate long-term recovery efforts. He oversaw operations for the home repair efforts after Tropical Storm Allison and the Unmet Needs process after Hurricanes Katrina and Rita. He most recently provided consulting services to Galveston-based philanthropic organizations on post-disaster funding priorities and assisted in the creation of a local long-term recovery organization following Hurricane Ike.

Non-profits offer incredible assets but too often their efforts, although often heroic, do not measure up to the true potential based on organizational assets. Limited coordination of the sector, limited pre-planning and unclear roles and responsibilities can severely limit the ability to assist needy individuals and families.

This paper describes the role of non-profits, the assets of the sectors, the challenge of post-event coordination and concludes with recommendations for improved coordination and response.

Executive Summary

Deeply instilled in the national identity of Americans is the long history of collective and generous response to fellow citizens beleaguered by crisis, regardless of the scale of the event. Thus, the small town might rally to collect funds assuring that one of its young residents can travel with her family to the regional medical center to receive the surgery that could save her life, while the entire nation rallies with volunteers and donations to Midwesterners beset by floods.

These responses are often grassroots efforts, which depending on the extent of the crisis, might be coordinated by individuals, churches, or in larger disasters such human service organizations as the American Red Cross. With wide scale disaster, government intervention is often necessary. However, in recent years,

following the occurrences and aftermath of 9/11 and the 2005 hurricanes, the cracks in both the formal and informal infrastructures of disaster response have become apparent and the demand for more effective long term recovery systems has been intensified.

This document focuses on the non-profit agency in long term disaster recovery. This report reviews the traditional response model of preparatory and short term interventions, conducted by large human service organizations and then details the expanded role of local and national non-profit human service organizations during times of disasters and in the longer term. Although there will be some crossover of religious and education based non-profits, the focus of this report is to examine the support provided by human sector non-profit organizations immediately after and in the long term. Based on examples for the Gulf Coast of Texas, it illustrates how communities can create collaboratives among government, faith-based organizations and non-profits to effectively respond to disaster. The report is presented as follows:

- 1. Historic role of non-profits in delivering preparatory and short-term services**
 - a. Definition and scope of non-profit organizations
 - b. Traditional organizations and disaster response
- 2. Unique role of non-profits in short and long term recovery**
 - a. Local non-profits in the disaster zone
 - b. Immediate and short term non-profit response
 - c. Specific roles for non-profits in long term recovery
 - d. Coverage by Voluntary Organizations Active in Disaster (VOAD)
- 3. Challenges and opportunities in creating collaboratives for disaster recovery**
 - a. Organizing local disaster response
 - b. Common issues in long-term recovery
 - c. LTRO Organizational Model
 - d. Developing an effective long term recovery organization
- 4. Recommendations**
- 5. Summary**

1. HISTORIC ROLE OF NON-PROFITS IN PREPARATORY AND SHORT-TERM SERVICES

a. Defining Non-Profits

The Internal Revenue Code defines more than 25 categories of non-profit organizations that are exempt from federal income taxes. Although sector wide data is difficult to quantify, the General Accounting Office estimates that the sector's spending in recent years was 11 to 12 percent of the nation's gross domestic product, and that in 2002, it had over 9.6 million employees. The number of charitable organizations completing the IRS Form 990 almost tripled over the last two decades. One estimate is that the federal government funds about \$317 billion to non-profit organizations in fiscal year 2004. (GAO, Increasing Numbers and Key Role in Delivering Federal Services).

There are more than 1.9 million tax-exempt organizations in the United States, a number that has approximately doubled in the past 30 years. Most non-profits are small. More than 73 percent of reporting

public charities reported annual expenses less than \$500,000 in 2005. Less than 4% of public charities reported expenses greater than \$10 million. (GAO)

According to Independent Sector, a national non-profit research and advocacy group, about 1.4 million of these tax exempt organizations are registered as 501(c)(3), charitable organizations. These organizations fall into eight broad categories:

1. Arts, culture and humanities
2. Education and research
3. Environmental and animals
4. Health services
5. Human services
6. International and foreign affairs,
7. Public and societal benefit, and
8. Religion.

What separates a charitable organization from other types of tax-exempt organizations is its purpose: it must benefit the broad public interest, not just the interests of its members. These organizations fall into two broad categories: public charities or private foundations. Public charities must document that it receives at least one-third of its annual income from the public, a unit of government, or an organization formed to raise to raise money for its support. Public Charities can also charge fees for their services. Private foundations derive most of their financial support from individual, family or corporate contributions. Foundations are subject to substantially more restrictions regarding the distribution for charitable purposes.

The charitable organizations sector is diverse as far as services provided. Some organizations deliver a very specific service such as afterschool activities while others are multiservice organizations that provide a wide range of services to individuals and families. All rely on some combination of individual, private foundation, and corporate giving. In 2008 private charitable giving totaled \$307.65 billion, a 2% drop in current dollars over 2007. It is interesting to note that this represents the first decline in charitable giving since 1987. (Giving USA) The GAO reports that non-profits receive significant funding from government sources but data are limited so a thorough analysis of governmental funding trends for non-profit organizations is not readily available.

For this report, a non-profit refers to what the tax code refers to as public charities.

b. Traditional Organizations And Disaster Response

As mission-based organizations, human service organizations deem it their mission to respond when disasters are imminent or occur. Although most non-profits would not consider themselves as disaster responders, the vast majority will react after a manmade or natural disaster event. For example with a hurricane warning, a Meals-on-Wheels organization may spring into action with activities to ensure that food recipients are provided several days' worth of non-perishable foods prior to storm landing. Homeless service organizations may make additional bed space available to provide shelter to the street homeless during the most violent parts of the storm. In times of disasters, non-profit agencies face two realities. The needs of existing client become more acute and new clients seek service. These needs and services may be temporary or long term based on the nature and severity of the disaster. Below is a discussion of the characteristics of non-profits that make them an important partner in delivering services to vulnerable individuals and families prior to, during and after a disaster.

Because human service non-profits provide ongoing support to clients on a whole range of human needs, the resources, personnel, facilities, and services of non-profits can be mobilized quickly in times of crisis. For example, non-profits are generally supported by community leadership and have positive relationship with local elected officials and can be called upon to support first responders. They have buildings that can be used to provide shelter, distribute goods and information. Other tangible assets include communications networks or automobiles that can be used to support vulnerable citizens. Most importantly, they have established relationships with individuals that will likely need additional support such as people with disabilities, senior citizens, and families with limited financial resources.

Because of existing relationships, service providers at non-profits are critical liaisons with vulnerable clients right before and after a disaster making recommendations for disaster preparedness for their clients and doing well-being checks after an event. In general, non-profit professionals are used to working with emergencies, albeit on much smaller scale than a natural or manmade disaster. They are used to responding to human need and finding creative solutions to often very complex situations.

It's important to note that the varying strengths and roles that non-profits play within the community will differ based on the local situation and the specific mission and resources of the agency. Organizations may be solely focused on the clients they serve or they may be more willing to provide new or additional services based on community needs created or exacerbated by the disaster. Despite their assets, non-profits may be limited in their response to disasters. First, non-profits within the disaster zone may be unable to respond if their facilities and communication infrastructure have been damaged and if their employees are affected by the disaster. Secondly, non-profits function on very tight budget constraints. Most non-profits have very limited, if any, emergency financial reserves and have a 'pay as you go' philosophy. Although additional funds may be available after a disaster, there is no guarantee that funds will be available through fund raising, governmental sources or partnership.

There are also barriers that may inhibit the ability of a non-profit to respond systematically to disasters. This is most true for smaller agencies or those with client-peer leadership, i.e. substance abuse recovery agencies. Many non-profits lack within their agencies, a continuity of operations plans, and may not have established relationships with local emergency responders. As a general rule, non-profits do not have the internal planning skills, nor do they take the time to engage in developing relationships with local emergency responders. This can often lead to strained relationships when each sector has unrealistic expectation of the other in its ability to respond during times of disaster.

There are significant cultural and tactical differences that can exacerbate the strife between non-profits and emergency responders. First, emergency response organizations function under clear command and control models. There is a clear leader and chain of command. As individual organizations, non-profits have clear organizational models but in most communities there is little sector coordination. Larger communities may have thousands of non-profits but there is no one central organizing structure. When coordination efforts are attempted, there is a priority on consensus driven action and equal access to input into the process. Although there is clear benefit to this model, it is time consuming and not necessarily effective after a disaster occurs when quick, decisive action may be needed. This decentralized model can be a strength when working with vulnerable individuals but can limit the efficacy and efficiency of the overall response efforts.

With a few notable exceptions such as the American Red Cross and the Salvation Army, few non-profits are included in the regular disaster planning events of local jurisdictions. Although, this is changing ever so

slightly, there have been challenges in getting non-profits to take an active role in planning. As mentioned earlier, non-profits often do not have the necessary skills nor believe they have the time to be involved in planning efforts. For example, the HUD “Sequence of Delivery” has voluntary agencies as key organizations at the beginning and end of the disaster recovery process. The role of these organizations has been determined by a government agency but they are likely to be left out at the local level of the planning processes and resource decisions.

There are a handful of nationally-based non-profit organizations that have clearly defined missions in disaster response. These have a strong commitment at the national level, and local chapters generally have close working relationships with local emergency management organizations. Among these are:

American Red Cross

During a disaster, the Red Cross provides shelter, food, mental health counseling, emotional support, basic first aid services, clean-up supplies and comfort items. The Red Cross has more than 300 mobile feeding vehicles and five mobile kitchens across the country that can be deployed to disasters. The Red Cross also has nine satellite communication vehicles that can provide Red Cross workers with phone and internet service if the critical infrastructure in the affected area fails.

The Red Cross does not provide services like evacuation coordination, search and rescue, advanced medical care, pet sheltering and medical sheltering.

The Red Cross relies on donations to help pay for disaster services. With cash donations, it can purchase large quantities of goods for disaster victims, and to meet any specific needs a disaster client might have. There are more than 650 Red Cross chapters nationwide to help in emergencies. In addition to direct aid, the American Red Cross sees itself in having a role in connecting people who want to help with affected populations through training and connecting donors and volunteers to those in urgent need of a help.

Salvation Army

The Salvation Army’s disaster relief work began in the United States as the result of hurricane response. In 1900, it mobilized to offer food, water, clothing and other basic necessities to the survivors of the great Galveston Hurricane. Since then, the agency has become an active provider of disaster relief in the country.

The Salvation Army Emergency Disaster Services program (EDS) seeks to provide physical, emotional and spiritual comfort in times of disaster. Disaster volunteers are trained to assist in all kinds of emergencies by providing food, clothing, shelter or financial resource to those affected by such calamity. The Salvation Army disaster response is most commonly known for its mobile feeding units known as “Canteens”, which serve hot and cold drinks and complete meals to emergency responders and survivors alike.

United Methodist Committee on Relief (UMCOR)

UMCOR provides disaster response assistance and support in partnership with the United Methodist Church’s annual conferences (an annual conference is a geographically based division of the UMC). UMCOR also provides training to jurisdictions and conferences to prepare for potential disasters. Case management to help disaster survivors recover from their losses is the hallmark of UMCOR’s US disaster response program. UMCOR provides training and assistance in this area and has been asked by the US Government to provide this expertise following Hurricanes Katrina and Ike in recent years.

In 2008, UMCOR’s US Disaster Response program:

- Responded to 57 disasters.

- Hosted 111 trainings.
- Opened a Gulf Coast office in Mobile, Ala., in December 2008.
- Continued Responses to Hurricanes Katrina and Rita in Louisiana and Mississippi. Hurricane Katrina recovery work in Alabama-West Florida concluded in 2008. (2008 Annual Report)

Lutheran Disaster Response

Lutheran Disaster Response is a collaborative ministry of the Evangelical Lutheran Church in America (ELCA) and The Lutheran Church-Missouri Synod (LCMS). LDR's goal is to demonstrate "Christ's compassion for people by promoting hope, healing, and wholeness for disaster survivors." It provides coordination of long term construction teams, grants for families, emotional and spiritual support, and long term recovery. The long term recovery efforts may last three to five years after the initial disaster event.

Christian Reformed World Relief Committee

CRWRC Disaster Response Services worked with 66 long-term recovery organizations to provide emergency assistance to 47,592 disaster survivors in Alabama, Arkansas, California, Colorado, Florida, Georgia, Illinois, Indiana, Iowa, Kentucky, Louisiana, Minnesota, Mississippi, Oklahoma, Oregon, Tennessee, Texas, and Utah. This was made possible by 3,218 volunteers who spent 26,638 hours canvassing door-to-door to assess needs, 7,093 hours clearing debris immediately following disaster, and 243,854 hours repairing or rebuilding homes. CRWRC's ministry in the US was supported by 3,300 volunteers in total.

Mennonite Disaster Services

Mennonite Disaster Service is a volunteer network through which various constituencies of the Anabaptist church can respond to those affected by disasters in Canada and the United States. Its main focus is clean up, repair and rebuilding homes. Like many of the other faith-based disaster responders, the commitment to assist with long term recovery may last several years.

UNIQUE ROLE OF NON-PROFITS IN SHORT AND LONG TERM RECOVERY

a. Local Non-profits in the disaster zone

As discussed earlier, local non-profits in disaster zones provide a variety of services to existing and new clients before and immediately after a disaster. The scale and scope of assistance provided will be greatly influenced by the resources of the organization and the existing client base. Most organizations will engage in several general activities that support those affected by the disaster. Common roles of non-profits include:

- Assist by providing up to date information pre and post event
- Assist with FEMA forms for those with limited literacy or English proficiency
- Distribution of donations – clothing, food, other supplies
- Monitoring vulnerable clients and notifying authorities if there is a dangerous situation

The chart below lists types of services provided in the days immediately after a disaster by a variety of non-profits. Some non-profits may provide more than one of the services listed below and many provide multiple areas of support. A discussion of non-profit roles in long term recovery is addressed below.

b. Immediate and Short Term Non-Profit Response

Type of Service	Description
Senior Services	Well being checks, ensure clients that do not have

	ability to travel to distribution points have food and supplies delivered.
Child Care	If facilities allow, provide additional spaces for children of emergency providers and other critical personnel who are part of the response.
After School/Youth Programs	May extend hours to accommodate children who are not able to attend school regularly due to damaged facilities
Food Pantries	Greatly increase distributions of food and water. May act as official distribution points for emergency food and supplies. May provide direct financial assistance for lost wages, sheltering cost etc.
Medical Providers	Increased patient visits due to disaster related injuries or closure of other medical facilities
Providers for Individuals with Disabilities	Do well-being checks on clients, make arrangements for those who need electricity for medical equipment or storage of medicines.
Mental Health Providers	Provide on-scene mental health services and be of service to other agencies as they find individuals that need services
Homeless Providers	May make additional beds available prior to the event
Community Centers	Act as distribution points for food, water, supplies and information Act as source of information for non English speakers or people with low literacy levels

c. Specific Role for Non-Profits in Long-Term Recovery

After an initial disaster, non-profits react to support the needs of the clients and other vulnerable citizens. However, their presumed roles and responsibilities for long term disasters often leads to confusion and sometimes hostility since no clear definition of “long term recovery” exists, with clear divergence in what Emergency Managers and Non-profits consider long term recovery. The Department of Homeland Security has “Economic and Community Recovery” as one of the thirty-seven Technical Capabilities. This capability covers many aspects of an overall recovery process but does not address specific roles for non-profits or mention the need to support vulnerable citizens.

FEMA representatives regularly state that “all disasters start and end locally”. This means that FEMA expects local organizations to complete the recovery process for vulnerable citizens. FEMA representatives often tell local communities that long term recovery lasts “between three and five years”. In the consultant’s experience this is accurate as recovery efforts from Tropical Storm Allison (2001) had recently wrapped up when Hurricane Katrina (2005) hit the Gulf Coast.

FEMA will deploy Voluntary Agency Liaisons (VAL) to declared disaster zones. These individual are generally the point of contact for non-profit agencies. They are also important to educating non-profits on their potential roles in long term recovery. In the consultant’s experience, there is great variation in the quality of these individuals. In general, VALs with extensive experience can be a true allies and supporters of long term

recovery. They understand the federal resources that can be used to support the local community and see themselves as a support to the overall long-term recovery efforts. Others that appear to have been trained on their role after FEMA became a part of the Department of Homeland Security have not been as effective. They may not understand federal resources or may simply not feel it is their role to communicate such information. They appear to approach communities with differing agendas and do not see their role of supporting local community organizations in their efforts. For instance, VALs may wait to be asked for resources when, in reality, local communities do not know what to ask for.

With respect to long term recovery, non-profit agencies focus on helping low income and other special populations with case management services and home repair. This includes assistance directly to clients and managing volunteers that want to assist. For many citizens, dealing with the paperwork of insurance claims and FEMA forms is overwhelming. Quality case management involves an initial assessment, client created goals and assistance in finding resources to meet goals. In the example of Hurricane Katrina evacuees, case management played a key role in helping people establish themselves in Houston by assistance in finding appropriate housing, employment and getting children enrolled in school or assisting the family move back to the New Orleans area. In other disasters, case management was focused mainly on home repair. Most home repair with volunteer labor is focused on owner-occupied units of low-income disaster victims. There is an effort to assist the family to use personal resources wisely and identify other available financial assistance. There are national groups that can send teams of skilled volunteer labor for extended periods of time for home repair activities. These volunteer teams need varying levels of financial supports. Some groups bring not only labor but financial support for needy families while other groups may need local support for housing and meals.

No matter what level of financial support they bring, the volunteer teams need clearly identified clients that have been locally 'approved' for volunteer building support. The "pre-work" of home repair process that is handled through case management is an analysis of the family's income, scope of damages, and third party payments for damages. As each family and volunteer group is different, each home must be matched to the appropriate volunteer group. This non-profit function of volunteer management is labor intensive but is key to stretch financial and human resources.

Non-profit agencies involved in long term recovery need those resources clearly defined where case managers bring client's 'unmet needs'. These are needs that remain after all family resources and other support in the community have been exhausted. This is a unique model that has been a cornerstone of long term recovery. A 'common pool' of funds is created and administered by one agency participating in the long term recovery. All agencies that are performing case management are able to approach the fund for their specific clients. For example, after Hurricane Katrina, the United Way of Greater Houston raised money and Neighbor Centers Inc. provided financial controls. An Unmet Needs Committee made up of various experienced case management supervisors oversaw the committee day to day operations. The fund allocated almost \$2 million in local funds and \$10 million in funding from the American Red Cross. Ten agencies that were working within the collaborative were able to approach the fund. For many families, it meant an additional sum of money to complete the home repair process. For other families it meant funds for replacing necessary work tools that were destroyed in the disaster. For this function to occur, a centralized agency must have a dedicated source of funding and a clearly defined process that can be used for these needs.

This type of long-term recovery is at least a three to five year commitment. Identifying needy clients, identifying available financial resources and volunteer labor is often a slow and arduous process. It is best handled within a well-defined recovery system. The challenge for most communities is that the system needs to be created within the chaos of the post disaster world. Even without the challenges of the disaster, creating

a recovery organization is a challenge in most communities. In Houston after the massive urban flooding of Tropical Storm Allison, it took community organizations more than six months to work out a suitable recovery structure. Up to that point, many organizations were working at cross-purposes and duplicating efforts. Recovery systems must be a collaboration of many different organizations as no one organization has all the resources needed to be successful.

The remainder of this paper will look at issues involved in non-profit's role in long-term recovery from organizational and systems level. In my experience, these are the most pressing issues to address as non-profits coordinate with other long-term recovery groups, organize, launch operations and work to ensure that vulnerable citizens are able to recover from disasters.

2. CHALLENGES AND OPPORTUNITIES IN CREATING COLLABORATIVES

Post-disaster communities that have an existing coordination mechanism for non-profit organizations are generally better equipped to design and implement a long term recovery response. Large local and out of state philanthropic organizations are more likely to make large scale financial investments in established collaboratives or consortium of non-profit organizations. These groups can effectively communicate the needs of their organizations and clients and devise innovative solutions often better than single organizations. Communities that have a centralized convener of the non-profit sector can offer a location to begin discussing the needs, assets and a structure for long term recovery.

a. Coverage by Voluntary Organizations Active In Disaster (VOAD)

In recent years, there have been active attempts to organize organizations that have disaster response as part of their mission. These groups often form *Voluntary Organizations Active in Disaster (VOAD)* groups. Local VOAD groups often have representatives of the American Red Cross, Salvation Army and local representatives of national faith-based groups. Each local VOAD is structured differently, some are formal 501(c)(3) organizations and others are not. Each VOAD has the mission of improving pre- and post-disaster communication, cooperation, collaboration and coordination. It is important to note that in most situations that the VOAD does not respond to events, individual members respond based on the organization's mission and resources.

Local VOADs often play a role in providing a forum for the development of an appropriate long term recovery response. In the consultant's experience they are not well equipped to handle the organizing and operational needs of a long term recovery.¹

b. Common Issues in Long-Term Recovery

After a disaster, participating local and national non-profit organizations may create a Long Term Recovery Organization (LTRO). The LTRO is charged with carrying out the specific functions involved in long term recovery efforts. There are several serious challenges with forming a LTRO. First and foremost, is putting together an organization of various organizations in the time of chaos with a mission that is likely to be a new experience for most organizations involved. Basically, a critical organization has to be created 'out of nothing'

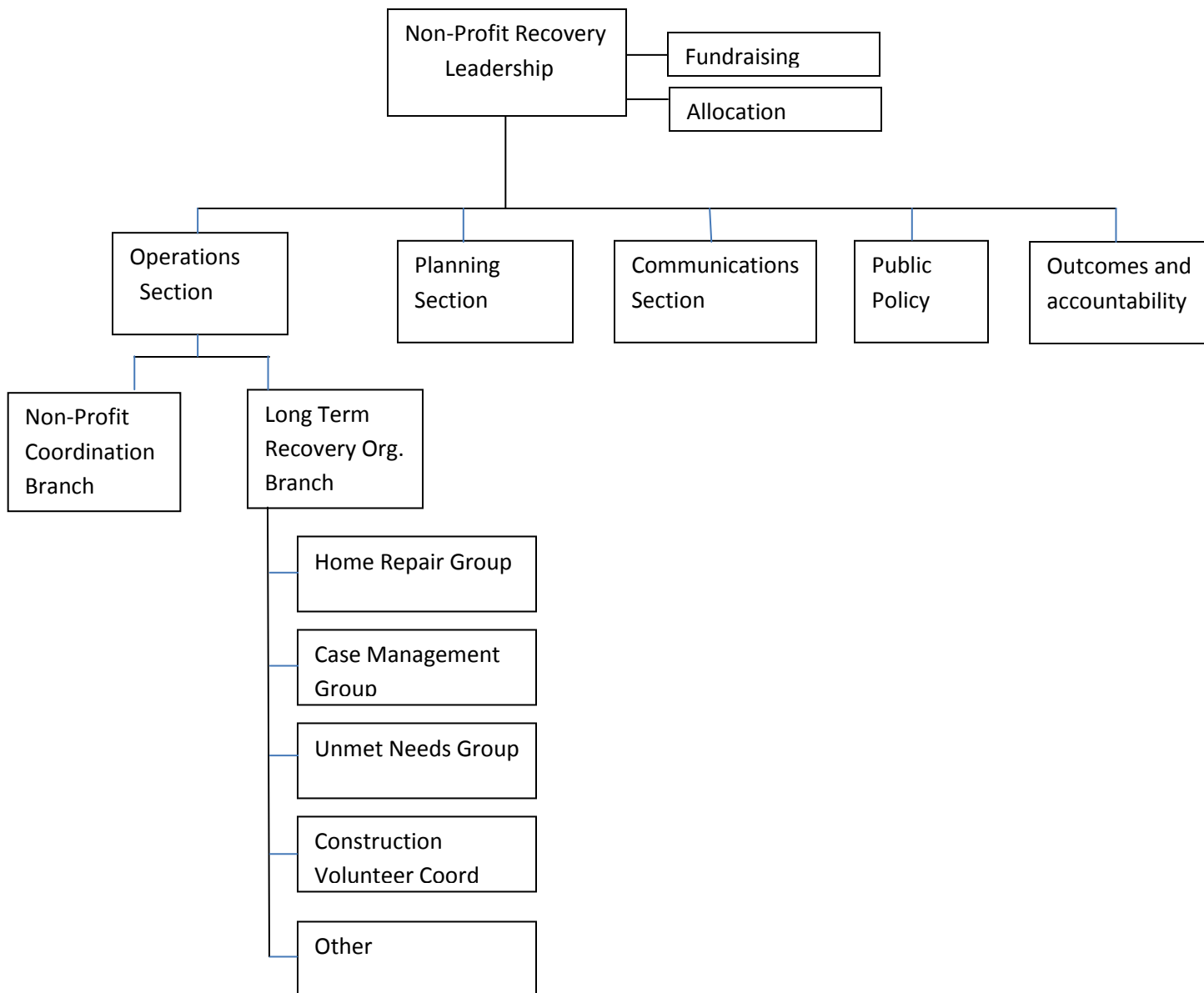
¹ Often times, federal authorities will use the term VOAD as a term of art for non-profit agencies active in disaster response. This can be confusing as many non-VOAD members will also activate after a disaster.

quickly in the midst of chaos. As an 'organization of organizations' the LTRO needs to create a very intentional balance between collaboration and focus on accountability. This is an unusual non-profit organizational model, and in most communities, there may be little experience or expertise in working through the complex issues of developing a functioning organization.

The Long Term Recovery Organization is dedicated to performing certain tasks. Figure 1 shows an organizational structure that was based on experience on Texas-based disasters. This organizational chart represents a way to structure a recovery or other community problem solving effort. This model attempts to increase the effectiveness of the overall recovery system. The system supports the overall recovery and those organizations and individuals working within the recovery. In the consultant's past disaster experience, it is the system efforts that often do not receive adequate support and hamper overall recovery efforts. It's important to note that these sections do not need to be specific employees paid by the leadership group. They could be leadership committee members or subcommittees, community volunteers or strong non-profit organizations. The central point is that someone (or organization) must assume leadership responsibility and create and support clear lines of communication with all components of the recovery process leadership team.

In addition to the specific LTRO functions, it is important to create a forum for all non-profit organizations to learn about disaster related needs and resources. After a disaster, programs are created, funding becomes available or disappears, and new needs emerge. The forum is a centralized place where all of this information can be shared with the non-profit community. This may take the form of a weekly or monthly meeting or a regularly updated website. Although this may seem obvious, it is one of the most overlooked yet effective tools in getting information to those who work with valuable clients.

c. LTRO Organizational Model



e. Developing an effective long term recovery organization

Essentially, most long term recovery organizations are 'virtual' organizations made up of non-profit service organizations. They usually do not establish physical offices and have few, if any, staff. Foundational documents such as mission statements and by-laws must be developed. Yet, more importantly there needs to be effective leadership who can convene the key partners, help members identify key principles and establish cultural norms of work. These 'softer' skills are especially important in working with varying personal styles and organizational cultures that inevitably make up a long term recovery. Effective communication skills are critical in motivating members and dealing with inevitable conflicts. Leaders should be able to communicate as well as put in the structures such as regular meetings, communications and organizational charts to ensure each partner can easily see how the entire recovery efforts fits together and relate to outside organizations. Key LTRO Functions Include:

- **Fundraising and Allocation Decisions.**
Financial resources are a critical component of long term recovery success. Individual organizations will bring financial resources but the LTRO will need to identify funding and ensure that funds and results are accounted for. In the consultant's experience, it is best to develop a leadership group that has the responsibility for raising money and making resource allocation decisions. This has been a successful model as long as there is clear and consistent communications with the operational aspects of recovery.
- **Accountability of all partners.**
As an organization of organizations, it is critical to set up accountability between and among functions of the LTRO. This is challenging within a non-hierarchical organization. Once again, it is important to have the formal reporting structures in place but it is also important to build a culture of accountability.
- **Research and data.**
For long term success, it is important to have the research and data to clearly identify the scope of the existing need. This can be used to communicate with outside stakeholders to attract financial resources. Data is also needed to identify potential clients that need assistance. It is also important to quantify and communicate the scope of work that has been accomplished. Individual organizations are used to doing this but there should be a quantitative report of work accomplished by all of the members of the LTRO. Data reports that can be effectively communicated will likely attract additional outside resources
- **Communication/Publicity.**
The LTRO needs to be able to communicate with the public and government agencies effectively. This may seem obvious but it can be a difficult situation to navigate as the LTRO is collaboration of many organizations. There can be confusion and conflict over who the organization's spokesperson is and how member organizations may or may not be highlighted. Yet, without this function, the recovery can be hampered as the general public or other stakeholders may believe the efforts are completed or severely inadequate.
- **Public Policy and Government Relations.**
Government organizations must be considered partners in the recovery efforts. Outside of FEMA, there are substantial funding sources that should closely align with LTRO activities. In past disasters, Social Service Block Grant funding has been an important source of funding for recovery efforts. The recovery team will be required to build relationships with government entities to inform them of current efforts and

needs but also to have an impact on allocation decisions. Additionally, it is important that government efforts facilitate and enhance the abilities of the LTRO and not block or interfere with them.

3. RECOMMENDATIONS

1. Additional disaster planning for Non-Profits

Continuity of Operations: These plans help organization plan for the continuation of critical services after a disaster. Every organization should have a plan of how to protect human and physical assets. It is especially important for non-profits to consider developing continuity of operations plans as demands for their services will increase after a disaster.

Community Planning for Recovery Operations: Every community should identify the key organizations that will be needed to implement an effective recovery. These groups should discuss likely roles and responsibilities and can begin to identify key leadership and functional gaps.

2. Additional connection to Emergency Response Organizations

Non-profit organizations should communicate with local emergency planners and responders. For communities that have had disasters, non-profits should engage in after-action reporting and share these results with emergency responders. In this way, they can be invited into the planning process. The non-profits may also engage in a conversation about how to better handle appropriate 'hand-off' of potential clients. Emergency responders will often find people needing more help than they are authorized to provide. There should be formalized way to ensure individuals do not fall through the cracks. Approaching this before a disaster, may help minimize some of the problems of organizing during the emergency.

3. Official Communication networks

Among non-profits: Communications networks are critical during a disaster. It is best practice to develop these networks prior to a disaster. This network will look different in different communities. It may be a physical place everyone agrees to meet at a specific time period after an event, a list of current names, address and phone numbers or website that can be activated on short notice. It is important to develop this mechanisms prior to an event. Of course, these can be used on a regular basis outside of a disaster event.

Between non-profits and emergency responders: Emergency responders have the latest information from federal, state and local authorities. It is important that all information shared comes from authenticated sources. The relationship should be based on two-way communications. The non-profit sector is important in providing information to emergency responders that can be used in rumor control or providing information of individuals who are in life-threatening situations. Again, communications networks should be set up a head of time.

Between non-profits and federal and state disaster action and funding agencies: Generally, the federal and state governments administer many of the grants and funds that can be used for long term recovery. Non-profits usually have the most information about the needs of the community.

4. Long-Term Recovery Organizational Structures That Ensure Efficacy And Accountability.

Long-term recovery is a commitment of time and resources. Many organizations want to be of assistance but cannot commit to the process. The resources of many organizations are needed but this leads to

confusion and frustration. It's important to have a clear leadership structure, clearly defined roles and responsibilities and structure for horizontal and vertical communications.

5. Funding

Private dollars should be used to develop effective delivery models, meet initial needs and lay groundwork for public funding. Private contributions generally come into a disaster stricken community quickly after a disaster. Government funding may not hit the ground until many months after the disaster. Long Term Recovery efforts should focus on putting up effective response systems quickly and communication with government officials. LTRO and non-profits can create the platform for effective program to meet community needs. Generally, government funding is greater than privately donated dollars and the non-profit sector can greatly multiply their impact by making sure government funding meets the needs of local citizens with effective programs.

Pre-event governmental planning funding for non-profit coordination should be considered and implemented.

6. Recognition of Non-Profit Roles in Law and Regulation

Because of the importance of non-profits in providing unmet services and enhancing the effectiveness of government disaster response (both short and long term), federal and state disaster planning and response laws and regulations should provide a legal and regulatory mechanism for effective coordination of roles, responsibilities, and funding, as well as pre-disaster planning.