A Blueprint for Emergency Preparedness by Nonprofits

The Greater Washington
Task Force on Nonprofit
Emergency Preparedness

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Greater Washington Task Force on Nonprofit Emergency Preparedness

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A Blueprint for Emergency Preparedness by Nonprofits

INTRODUCTION

Many things worked very well on the nonprofit front in the wake of September 11. Donors gave generously. A host of nonprofits quickly came together to collect funds, manage volunteers, and provide services to all types of victims. Nonprofits continue to provide crucial services, and they report high levels of victim and donor satisfaction on many important measures.

But not everything worked. Donors were confused about giving options, how funds were used, and funds sponsorship. Many unnecessary in-kind donations were collected and transported. Victims often had to go to multiple service providers to get the appropriate services, and they usually did not have enough information about what was available. Perhaps most important, some providers did not immediately recognize certain categories of victims (e.g., dislocated workers and temporarily closed businesses), who did not receive adequate assistance in a timely fashion.

LESSONS LEARNED

Greater Washington's nonprofits believe that they have a responsibility to build on the lessons from 9/11 and other disasters. Nonprofit sector emergency preparedness is crucial to a comprehensive community emergency plan. The nonprofit, public, and private sectors are the three crucial players in effective and efficient emergency response.

Against this backdrop, The Community Foundation for the National Capital Region formed a Task Force, composed of people from greater Washington nonprofit and philanthropic organizations, an intergovernmental coordinating body, the business community, media outlets, and a communications firm, to develop a "blueprint" for improved emergency preparedness. Task Force members with expertise in relevant fields (e.g., fundraising, volunteer coordination) provided material for initial drafts of the blueprint; the entire group reviewed and refined these drafts. A team from McKinsey & Company provided overall coordination.

The Task Force agreed that the blueprint should set forth general principles, basic processes, and key decisions for attracting resources (funds, volunteers, in-kind donations) and distributing them through disaster response and recovery services. Task Force members also articulated five specific criteria for the blueprint's design. Against the overall goal of victim relief and recovery, they agreed that the blueprint's proposals should:

- build on and reinforce collaboration among nonprofits,
- ensure coordination with other sectors and geographies,
- create transparency and ensure accountability throughout the nonprofit sector,
- be flexible enough to respond to changing needs and to innovations in service delivery and resource intermediation, and
- be generic enough to apply to a variety of communities.

COMMUNITY PLANNING

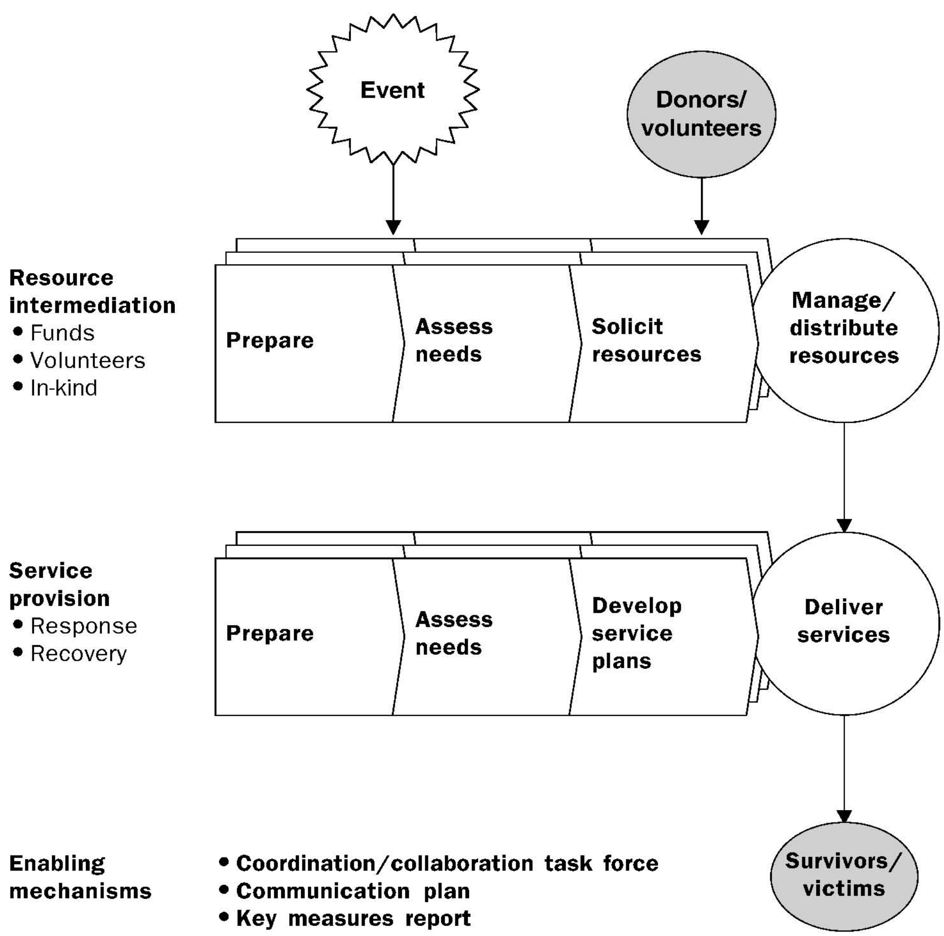
Thanks to the hard work, creative thinking, and open minds of all the people involved in this project, the Task Force is putting forth a blueprint for nonprofit emergency preparedness that represents a tangible and comprehensive starting point for detailed community planning. Communities must be ready to direct their own emergency response activities. While national organizations can provide emergency assistance to local communities, local community planning and decision-making are critical. Local organizations are knowledgeable about and responsive to local needs, and they typically carry much if not most of the burden of recovery.

As the diagram below shows, the blueprint is organized around refinements to two core processes. The first process is intermediation of resources (funds, volunteers, and in-kind goods and services) by marshalling them from donors and distributing them to victims and service providers. The second is service provision for both response and recovery. The blueprint also describes three enabling mechanisms: a collaboration network, a communication plan, and a key measures report.

In some communities, local government agencies may provide some of the services described below, or they may serve as volunteer intermediaries. The recommendations in this blueprint apply to local government agencies acting these capacities as well as to nonprofits.

Given its 9/11 origins, the blueprint focuses on man-made emergency situations that cause many injuries and/or deaths and affect a large geographic area, but it should prove useful in any emergency requiring the involvement of multiple nonprofit organizations.

BLUEPRINT FOR EMERGENCY PREPAREDNESS BY NONPROFITS – OVERVIEW



Resource Intermediation

The core process of resource intermediation involves collecting, managing, and distributing the three types of resources needed to support emergency and recovery services: funds, volunteers, and in-kind resources. The process has two goals: to provide services to victims (which may require support for nonprofits serving victims) and to provide a giving opportunity for all types of donors.

As the diagram shows, the resource intermediation process has four steps: prepare, assess needs, solicit resources, and manage/distribute resources. The blueprint calls for targeted enhancements to this process for each of the three types of resources.

FUNDS

The objective of funding intermediation is to quickly and efficiently raise the money needed to support disaster response and recovery services to victims while building and maintaining trust with donors. Since most service providers are not self-funding, they need resources for providing immediate and long-term support to victims, including the development of capabilities to provide such support. Donor trust is essential to raising substantial funds for the full scope of emergency needs.

Lessons learned in responding to 9/11 and from other disasters point to the need for three enhancements to the basic fundraising process.

1. Establish simple giving points for donors. Simple giving points for donors are streamlined, coordinated giving mechanisms that offer a clear explanation of the general purpose of different funds. These giving points can educate donors on the purpose and use of funds, helping to build donor trust, and on the needs of different groups of victims. Simple giving points improve efficiency by limiting fundraising expense, resulting in more funds for victims and/or service providers. Although several main donor funds evolved out of the 9/11 experience, it took several days for giving points to be established, and confusion about the purpose, use, and sponsorship of different funds hurt relationships with donors.

These kinds of problems can be addressed through preparation activities that get funders to collaborate on fundraising standards and processes that enable them to maintain independence or to create joint funds. More specifically, funders should discuss fundraising plans (multiple funds, joint funds, single fund) and prepare the logistics for simple giving points (e.g., hotlines, websites, P.O. boxes, walk-in centers) so that those donor channels can be activated immediately after a disaster. Donations for disasters are often collected through workplaces or places of worship. Funders should engage with businesses and religious institutions in advance about ways to improve transparency and to simplify giving points for donors.

2. Increase transparency to gain trust. Transparency is the communication of fund intent, fund use, and fund impact to donors, the funding community, victims, and service providers. Transparency helps maintain donor trust and ensure that all service provider needs are being met.

Transparency can be achieved through planned regular meetings within the funding community and between funders and service providers and through media and direct communication to donors and victims. Agreeing to standards, including policies about types of assistance, victims served, use of funds for services vs. cash benefits, time frame for assistance, and administrative expenses, is a critical activity. In particular, it is important that service providers be transparent about the administrative costs needed to receive and distribute funds effectively.

3. Work directly with service providers to define needs on an ongoing basis. Funders and service providers need to work together to identify resource needs and determine how those needs change or might change over time. In greater Washington, funding intermediaries met on a weekly basis after 9/11 to discuss recovery needs and work with service providers to help meet those needs. This practice, unusual for a funding intermediation process, greatly improved the distribution of funds.

Efforts like this must be inclusive, recognizing the variety of victims, and flexible, to accommodate change in both needs and organizations. Funders should communicate with the business and government sectors to ensure adequate and non-duplicative coverage of victims' needs, especially when there are needs that exceed nonprofit resources (e.g., assistance to large numbers of unemployed or to small businesses). Funders should also communicate with service providers and other organizations familiar with different socioeconomic, cultural, linguistic, and regional populations affected by the disaster.

VOLUNTEERS

The objectives of volunteer recruitment and assignment are to maximize the number of trained, affiliated volunteers before a disaster and to actively manage unaffiliated volunteers. Increased affiliation ensures that service providers train and manage volunteers. Active management of unaffiliated volunteers by volunteer intermediaries helps volunteers provide needed disaster services, keep safe, and enable emergency responders to perform their jobs. Volunteer intermediaries can also support nonprofits in using unaffiliated volunteers effectively. Not incidentally, volunteering provides opportunities for individuals to express sympathy for and provide tangible support to members of their community victimized by disaster.

The Task Force's work has led it to recommend three enhancements to the basic volunteer intermediary process.

1. Educate potential volunteers and nonprofits on the benefits and processes of affiliation. Affiliated volunteers were crucial to emergency response and recovery during 9/11. They provided valuable, skilled assistance without distracting from the overall effort.

Community education about affiliation should increase the number of affiliated volunteers. Potential volunteers and nonprofits need to understand how affiliation increases and improves volunteer training, assignment accuracy, and ongoing volunteer management. In addition to providing the volunteers needed to respond quickly after a disaster, promoting affiliation also helps nonprofits in their efforts to assess needs and search for skilled volunteers.

Promoting affiliation is most important during the preparation phase of resource intermediation, when volunteers go through the affiliation process and receive the necessary training. Volunteer intermediaries should work with response service agencies to develop a plan for affiliating volunteers. This plan should include the preparation of educational messages to the public, an explicit volunteer referral role for volunteer intermediaries, and training for nonprofits in using affiliated volunteers.

2. Create a management system for unaffiliated volunteers. A management system for unaffiliated volunteers is crucial to assessing, assigning, and managing solicited and unsolicited volunteers after a disaster. Military security at the Pentagon prevented a large number of people from showing up to volunteer, and lines of potential blood donors stretched for blocks in New York. Active management of unaffiliated volunteers ensures that volunteers are matched to service provider needs, while keeping volunteers out of danger and out of the way of emergency responders.

Creating a volunteer management system is a preparation phase task, involving both technological support and logistical mechanisms for handling large numbers of volunteers. Volunteer intermediaries will need to develop profiles of needs for unaffiliated volunteers during a disaster, coordinate training for nonprofits in the effective use of unaffiliated volunteers, coordinate training for unaffiliated volunteers, and develop plans for keeping volunteers safe and out of the way of other responders (including public messages asking volunteers to stay away from disaster sites and safe staging areas for volunteers who show up anyway).

3. Conduct proactive, ongoing need assessment with service providers. In most cases, volunteer intermediaries will need to reach out to service providers to determine the need for volunteers. They should also be prepared to determine needs independently in case that proves necessary.

A process for continually updating resource needs, led by volunteer intermediaries, will help service providers quickly and effectively meet emergency needs. Experience from other disasters shows that service providers are generally too occupied with service provision to regularly assess their volunteer needs and communicate with volunteer intermediaries.

Needs assessment occurs immediately after the disaster and becomes increasingly important as the recovery continues and victim needs change. It requires attention to four key activities: establishing a hot-line that nonprofits can use to report volunteer needs; establishing a proactive communication system, including escalating contacts (e.g., informal contacts, e-mail and phone survey, deployment of outreach teams to conduct site visits); coordinating with other resource and victim needs assessments; and monitoring emerging and changing needs.

IN-KIND

The objective of in-kind resource intermediation is to provide goods, services, and products to victims and service providers while minimizing waste. In-kind resource intermediation must be carefully prepared and managed to limit the donation of unneeded resources and to deliver needed donations efficiently. Without appropriate management, in-kind donations can be costly and hamper disaster response.

The Task Force believes that two enhancements to the basic process will lead to more effective and efficient in-kind resource intermediation.

1. Plan for and solicit donations in advance. Service providers routinely say that in-kind donations are the most difficult resource to manage and employ effectively. From Hurricane Hugo to 9/11, there are many stories of needs going unmet and donated resources being wasted. In-kind intermediaries can prevent these kinds of problems by identifying potential goods, services, and product needs for a variety of potential emergencies and then proactively soliciting donations against those needs from public and private sector sources. Services can include direct assistance to victims (e.g., mortgage forbearance, tuition assistance) as well as participation in response actions (e.g., logistics in handling donated goods). The stockpiling that results from these efforts may be virtual, i.e., in the form of memorandums of understanding and/or contracts.

Planning and solicitation activities are conducted in the preparation phase to ensure that the needed supplies are identified and available. Those activities include developing profiles of needs for in-kind goods and services in disasters; if necessary, soliciting agreements from businesses to donate in-kind goods and services; coordinating stockpiling of key in-kind resources with state/local governments, FEMA, and service providers, and working with retail stores on programs to enable victims to use vouchers to obtain goods.

2. Educate the public. Like volunteer intermediaries, in-kind intermediaries must educate the public about needed and unneeded resources. Education will help prevent the waste of both donations and processing resources. There are numerous examples of 9/11 media stories, such as those about rescue dogs, that led to excessive, unsolicited donations, such as cases of dog food and dog booties.

Education about in-kind resources, which should be done in the preparation phase and in the solicitation phase, involves preparing public messages about donated goods, including identifying needed goods and discouraging the donation of unnecessary goods, and communicating with the public (continued throughout the recovery phase if necessary).

Service Provision

The core process of service provision involves developing response and recovery services and delivering them to all victims of a disaster. The process's specific goal is to meet immediate basic and longer term recovery needs for all victims. Service providers must be able to "scale up" their capabilities to address the needs caused by a substantial disaster.

As the diagram on page 2 shows, the basic service provision process has four steps: prepare, assess needs, develop service plans, and deliver services. The blueprint calls for targeted enhancements to the basic process for both response and recovery services.

RESPONSE

The objective of response services is to provide immediate help to all people affected by a disaster. These services typically cover basics such as food, water, and shelter and, by definition, are limited to the period immediately following a disaster. Despite this focus, response service providers will often provide immediate assistance with long-term services and lay the groundwork for the provision of recovery services.

The Task Force's review of lessons from 9/11 and other disasters points to the need for one enhancement to the basic response service provision process: having emergency providers **adopt a standard victim intake procedure, including sharing of victim data with appropriate confidentiality protections**.

A standard victim intake procedure specifies information requirements and a common confidentiality agreement with victims and among service providers. Standard procedures make it easy to compile databases of needed victim information, quickly identify needs, and quickly link victims to services. After 9/11, New York service agencies had difficulty coordinating recovery services because each emergency response agency had created a unique database and was governed by different confidentiality policies. This meant that some victims were contacted multiple times about the same services, while others were not contacted quickly. The New York United Services Group addressed these problems by improving service coordination through training, meetings and electronic communications among service providers, and development of a shared database. The American Red Cross and other groups are taking this experience, as well as experiences from other disasters, to develop a nationally deployable shared database for disasters.

Service providers should develop and gain agreement to standard intake procedures during the preparation phase. Specific activities involve gaining agreement on common confidentiality forms, building a joint database for victim information, and training service providers on database use.

RECOVERY

The objective of recovery services is to provide longer term rehabilitative services such as mental health and employment assistance to all people affected by the disaster. Longer term can often mean several years.

The Task Force's work has led it to recommend two enhancements to the basic recovery service provision process.

1. Gain agreement on standards of operation. In an emergency, service providers need to be able to scale up their capabilities quickly through improved cooperation. Such cooperation should include adopting minimum criteria for record keeping, confidentiality, personnel qualifications, training, and financial controls. These standards will help improve average service quality, and they will enable service providers to share responsibility among organizations. Ultimately they will help service providers earn greater public trust since established standards can be made transparent to donors. While there are many examples of service providers working together in the 9/11 response, pre-agreed disaster service standards would have made this cooperation smoother and easier to implement.

Standards of operation should be set during the preparation phase, with key potential service providers working together to agree to operational standards in critical areas, including record-keeping, data-sharing (including protection of confidentiality), financial systems, personnel systems, and approach to supporting recovery workers, and to train service providers to maintain those standards.

In responding to the 9/11 Pentagon attack, nonprofit service providers in greater Washington learned the importance of case managers in helping victims find appropriate services, leverage available resources, and think through and implement recovery plans for themselves and their families. A survey of 9/11 Pentagon victims who had case managers revealed that many considered their case managers as important as the financial assistance they received. Communities should consider how to scale up their capabilities to provide case management to the most-affected disaster victims.

2. Preplan for capacity needs. Preplanning ensures that recovery service providers are able to meet victims' service needs for an extended time period and that they can identify and obtain additional resources where necessary. While the case manager approach was used effectively after 9/11, a different type or scale of disaster may require different approaches. Even the case manager approach had to be quickly scaled up to handle 9/11 capacity requirements.

This enhancement is made in the preparation phase, so that nonprofits have time to plan for and build additional capacity. Specific activities are to identify appropriate recovery service models for various types and sizes of disasters, size the required resources for each model, identify capacity gaps, and create plans to fund and build the required capacity for each model. Preplanning should include capacity to address specific cultural and linguistic needs of affected populations, who may be better served by emerging and grassroots nonprofits.

Enabling Mechanisms

To one degree or another the proposed enhancements to resource intermediation and service provision call for collaboration and communication within, across, and beyond those two core processes. This cooperation is especially important before an event occurs, when nonprofits are building a strong disaster response network. Meaningful improvements in disaster response and recovery will only occur if nonprofits work together and involve representatives from the public and private sectors.

The blueprint's three enabling mechanisms, a collaboration network, a communication plan, and a key measures report, are a direct response to this overarching need. The key measures report also serves as an important management tool.

1. Collaboration network. Leading nonprofit organizations or a nonprofit association need to organize a collaboration task force whose role will be to link overall disaster preparation efforts by nonprofits. The task force will be responsible for facilitating and ensuring the completion of key activities; leading efforts that involve the majority of the area's resource intermediaries and service providers (e.g., creating single entry point(s) for victims seeking services); providing forums for discussion, information sharing, and collaboration; and deciding on the decision-making structure and process for implementing the emergency plan. The task force can also connect the nonprofit sector with the business and government sectors, link local nonprofit activities to those of national nonprofits, and share insights and best practices with nonprofits in other cities.

The blueprint Task Force's own work has demonstrated the value of collaboration within and beyond the community. While some of the formal and informal networks essential to rapidly resolving potential issues and to cooperative preparation planning already existed, the blueprint process itself led to new networks, strengthened existing relationships, and facilitated proactive planning of network objectives and interactions – all of which were invaluable in the Task Force's work.

The proposed collaboration task force should be composed of representatives from area resource intermediaries and service providers and from other networks and sectors, e.g., local business groups, local government. Obviously the nonprofit organizations or nonprofit association organizing this task force will need to strike a balance between broad inclusion (including the perspectives of populations with diverse cultural and linguistic needs) and manageable size in selecting its members.

The collaboration task force should review the ways in which victims' views are adequately taken into account in the disaster response. The key measures report is one way to obtain feedback from victims. In addition, in some disasters it has been found useful to include victim representatives in deliberations about disaster response through relatively informal means (e.g., by including victims in advisory groups) and more formal mechanisms (e.g., by including victims on organizational boards of directors).

2. Communication plan. The greater Washington nonprofits had no 9/11-related media communications plan, which resulted in the public receiving mixed messages about volunteer needs, donations, fund use, and the provision of recovery services. To avoid this unnecessary and unproductive confusion in the future, the collaboration network should develop a plan for communication with the public during response and recovery. People need to know how they can help and what nonprofits and philanthropies are doing to address victims' needs. (This communication plan is for communicating with the public at large, not with victims about services; that communication is covered in the service provision process.)

Significant steps can be taken before a crisis to enhance communication with the public if and when a crisis occurs. This planning includes preparing key messages; drafting written background materials; identifying and training potential spokespersons; setting up a "dark" web site; planning logistics for press briefings; identifying media representatives to contact before, during, and after a disaster; and meeting with some or all of those media representatives to discuss the nonprofits' plans and address media questions and concerns.

Key messages before a disaster include informing the public about nonprofit preparation activities and about opportunities to make donations or to affiliate as volunteers with nonprofits. During and after a disaster, key messages include efforts by the nonprofit community to assist victims and information on the effectiveness of those efforts (using the key measures noted earlier and discussed next). To convey these messages across diverse socioeconomic and linguistic populations, consideration should be given to a diversity of channels of communication.

3. Key measures report. Resource intermediaries and service providers need to publish periodic public reports on their emergency response and recovery activities. These reports should be built around key measures such as indicators of outcomes for victims, resources donated, use of resources, effectiveness in meeting victims' needs and donors' expectations, and unmet needs.

This performance transparency increases public trust in the nonprofit sector by letting people know how their money was used and demonstrating accountability across the sector. It also helps nonprofits and other interested parties evaluate disaster responses and determine how to improve future responses.

Major activities in developing and using the key measures report include gaining agreement on the exact measures to be tracked; getting feedback in each area from victims and donors, which can be done in a variety of ways, e.g., informal contacts, comment/ complaint logs, press accounts, formal surveys; analyzing that feedback to identify both unmet needs and lessons for the future; and making periodic performance reports to relevant parties and to the public at large.

* * *

The Task Force hopes that this blueprint will prove useful to nonprofits in many communities to prepare for potential disasters. In the greater Washington region, Task Force members have begun to implement these recommendations in partnership with other nonprofits, the business sector, and local and federal government agencies.

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APPENDIXES

PROPOSED ENHANCEMENTS TO FUNDING INTERMEDIATION

Prepare	Assess needs	Solicit resources	Manage/ distribute resources
• Prepare simple giving point(s) • Create informal network of funding intermediaries • Agree on common standards for transparency	• Convene discussions among funding intermediaries (and with service providers) for assessing victim needs	• Activate simple giving point(s)	• Convene discussions among funding intermediaries to ensure effective, efficient, and transparent distribution of funds

DETAIL ON PREPARING – FUNDING INTERMEDIATION

Activity	Responsibility: Lead	Responsibility: Others	Key considerations
• Prepare simple giving point(s)	• Association of funding organizations/ community-wide funding organization	• Other funding organizations	• Issues addressed should include – **Which funds** should be involved, including whether they are joint and whether general or specific to the disaster – **Key messages** about fund uses and purposes – **Channels** for solicitation (e.g., through Internet, media, workplaces)
• Create informal network of funding intermediaries	• Association of funding organizations/ community-wide funding organization	• Other funding organizations	
• Agree on standards for transparency	• Association of funding organizations/ community-wide funding organization	• Other funding organizations	• Standards should help each organization set out and explain policies on issues of concern to potential donors, including policies on types of assistance, victims served, use of funds for services vs. cash benefits, time frame for assistance, and administrative expenses

DETAIL ON ASSESSING NEEDS – FUNDING INTERMEDIATION

	Responsibility		
Activity	**Lead**	**Others**	**Key considerations**
• Convene discussions among funding intermediaries (and with service providers) for assessing victim needs	• Association of funding organizations/ community-wide funding organization	• Other funding organizations	• These discussions should seek comprehensive participation by – **Including** organizations familiar with different socioeconomic, ethnic, linguistic, and regional populations affected by a major disaster – **Coordinating** with other sectors to ensure needs are widely understood, especially when needs are beyond the resources of funding organizations (e.g., assistance to large numbers of unemployed or to small businesses) • The discussions should be **on-going** to monitor and re-assess needs that may emerge or change over time

DETAIL ON SOLICITING RESOURCES – FUNDING INTERMEDIATION

	Responsibility		
Activity	**Lead**	**Others**	**Key considerations**
• Activate simple giving point(s)	• Association of funding organizations/ community-wide funding organization	• Other funding organizations	• Publicizing the giving point(s) should be a key message included in the overall communication plan

DETAIL ON MANAGING/DISTRIBUTING RESOURCES – FUNDING INTERMEDIATION

Activity	Responsibility: Lead	Responsibility: Others	Key considerations
• Convene discussions among funding intermediaries to ensure effective, efficient, and transparent distribution of funds	• Association of funding organizations/ community-wide funding organization	• Other funding organizations	• These discussions can improve **effectiveness** in achieving complete, non-duplicative coverage of victims' needs by enabling each funding organization to know what others are doing to address those needs • These discussions can improve **efficiency** by sharing best practices for grant-making processes and systems • These discussions can improve **transparency** by – Reassessing standards for transparency as needed – Developing clear understandings on issues related to fund distribution (e.g., achieving equity of assistance among victims) – Identifying and explaining differences in fund policies – Designing key messages and providing background information to be included in the overall communication plan

PROPOSED ENHANCEMENTS TO VOLUNTEER INTERMEDIATION

Prepare	Assess needs	Solicit resources	Manage/ distribute resources
• Develop plan to affiliate pre-event volunteers with service providers • Develop profiles of needs for unaffiliated volunteers during a disaster • Coordinate training for nonprofits in effective use of unaffiliated volunteers • Coordinate training for unaffiliated volunteers • Coordinate development of a volunteer intake and matching system • Develop plan to keep volunteers safe and out of way of other responders	• Assess nonprofit needs for volunteers after a disaster	• Implement plans to keep unaffiliated volunteers safe and out of way of other responders • Activate/scale up volunteer intake and matching system • Coordinate training of more volunteers as necessary • Continue to train nonprofits on how to use unaffiliated volunteers effectively	

DETAIL ON PREPARING – VOLUNTEER INTERMEDIATION

	Responsibility		
Activity	**Lead**	**Others**	**Key considerations**
• Develop plan to affiliate pre-event volunteers with service providers	• Lead volunteer intermediary and association of service providers	• Volunteer intermediaries, VOADs, response service agencies	• Plan may include public messages, referrals of volunteers to nonprofits, and request for staff details from other nonprofits and businesses
• Develop profiles of needs for unaffiliated volunteers during a disaster	• Lead volunteer intermediary and association of service providers	• Volunteer intermediaries, VOADs, response service agencies	• Profiles should include basic operating needs and routine service needs for non-profits
• Coordinate training for nonprofits in effective use of unaffiliated volunteers	• Lead volunteer intermediary and association of service providers	• Volunteer intermediaries, VOADs, response service agencies	
• Coordinate training for unaffiliated volunteers	• Lead volunteer intermediary and association of service providers	• Volunteer intermediaries, VOADs, response service agencies	• As part of overall program, some volunteers may be trained to help manage/assist other volunteers
• Coordinate development of a volunteer intake and matching system	• Lead volunteer intermediary and association of service providers	• Volunteer intermediaries	• Matching system should include a data base of volunteers and their skills
• Develop plan to keep volunteers safe and out of way of other responders	• Lead volunteer intermediary	• Government emergency management agencies	• Plan may include public messages asking volunteers to stay away from disaster sites and safe staging areas for volunteers who show up anyway

DETAIL ON ASSESSING NEEDS – VOLUNTEER INTERMEDIATION

	Responsibility		
Activity	**Lead**	**Others**	**Key considerations**
• Assess nonprofit needs for volunteers after a disaster	• Lead volunteer intermediary and association of service providers	• Volunteer intermediaries, VOADs, response service agencies	• A **hot-line** should be available for nonprofits to report volunteer needs • Needs assessment must also include **proactive efforts** because many nonprofits may be too busy to ask for help or even possibly to respond to e-mail or phone calls; proactive system could include escalating contacts, such as – Informal contacts – E-mail and phone survey – Deployment of outreach teams to conduct site visits • Volunteer needs assessment should done in **coordination** with other resource and victim needs assessments • **On-going monitoring** should be established to track emerging and changing nonprofit needs for volunteers

DETAIL ON SOLICITING AND MANAGING/DISTRIBUTING RESOURCES – VOLUNTEER INTERMEDIATION

	Responsibility		
Activity	Lead	Others	Key considerations
• Implement plans to keep unaffiliated volunteers safe and out of way of other responders	• Lead volunteer intermediary and association of service providers	• Volunteer intermediaries, VOADs, response service agencies	
• Activate/scale up volunteer intake and matching system	• Lead volunteer intermediary and association of service providers	• Volunteer intermediaries, VOADs, response service agencies	• Intake system should accommodate walk-ins, e-mails, and phone inquiries • Intake/matching system should include regular communications with volunteers, who appreciate – Opportunities to express sympathy and grief – Being kept informed of overall situation, volunteer needs and roles, and impact of their efforts
• Coordinate training of more volunteers as necessary	• Lead volunteer intermediary and association of service providers	• Volunteer intermediaries, VOADs, response service agencies	
• Continue to train nonprofits on how to use unaffiliated volunteers effectively	• Lead volunteer intermediary and association of service providers	• Volunteer intermediaries, VOADs, response service agencies	

PROPOSED ENHANCEMENTS TO IN-KIND INTERMEDIATION

Prepare

- Develop profiles of needs for in-kind goods and services in disasters
- Coordinate nonprofits with capacity to handle logistics of in-kind goods
- Solicit agreements from businesses to donate in-kind goods and services if necessary
- Coordinate development of a donated-goods intake, logistics, and matching system
- Coordinate stockpiling of key goods
- Prepare public messages about donated goods

Assess needs

- Assess nonprofit needs for in-kind goods and services after a disaster

Solicit resources

Manage/ distribute resources

- Activate system for donated-goods intake, logistics, and matching goods to needs
- Coordinate matching of in-kind services to needs
- Implement communication plan about donated goods

DETAIL ON PREPARING – IN-KIND INTERMEDIATION

Activity	Responsibility: Lead	Responsibility: Others	Key considerations
• Develop profiles of needs for in-kind goods and services in disasters	• Lead volunteer/funding/ in-kind intermediary	• Funding intermediaries, food/clothing/ housing service organizations, FEMA	• A key service may include wholesale approach to payment problems due to lost personal and business income caused by disaster
• Coordinate nonprofits with capacity to handle logistics of in-kind goods	• Lead volunteer/funding/ in-kind intermediary	• Food/clothing/ housing service organizations, religious organizations	
• Solicit agreements from businesses to donate in-kind goods and services if necessary	• Lead volunteer/funding/ in-kind intermediary	• Business associations	• In-kind services may include – Logistics for donated goods – Information/communication systems – Debt forgiveness/ moratoriums for disaster victims
• Coordinate development of a donated-goods intake, logistics, and matching system	• Lead volunteer/funding/ in-kind intermediary	• Response and recovery service agencies	
• Coordinate stockpiling of key goods	• Lead volunteer/funding/ in-kind intermediary	• FEMA, state/ local government, service providers	
• Prepare public messages about donated goods	• Lead volunteer/funding/ in-kind intermediary	• Other resource intermediaries	• Messages should identify needed goods and discourage donation of unnecessary goods

DETAIL ON ASSESSING NEEDS – IN-KIND INTERMEDIATION

	Responsibility		
Activity	**Lead**	**Others**	**Key considerations**
• Assess nonprofit needs for in-kind goods and services after a disaster	• Lead volunteer/funding/ in-kind intermediary	• Other resource intermediaries	• As for volunteer needs assessment, in-kind needs assessment should include – A **hot-line** for nonprofits to report in-kind needs – **Proactive efforts** to reach out to nonprofits – **Coordination** with other on-going efforts to assess needs of victims and nonprofits seeking to assist them – **Ongoing monitoring**

DETAIL ON SOLICITING AND MANAGING/DISTRIBUTING RESOURCES – IN-KIND INTERMEDIATION

	Responsibility		
Activity	Lead	Others	Key considerations
• Activate system for donated-goods intake, logistics, and matching goods to needs	• Lead volunteer/funding/ in-kind intermediary	• Business associations	
• Coordinate matching of in-kind services to needs	• Lead volunteer/funding/ in-kind intermediary	• Response and recovery service agencies	
• Implement communication plan about donated goods	• Lead volunteer/funding/ in-kind intermediary	• Other resource intermediaries	

PROPOSED ENHANCEMENT TO RESPONSE SERVICE PROVISION

Prepare → **Assess needs** → **Develop service plans** → **Deliver services**

Prepare

- Build and maintain informal network among nonprofits
- Establish or participate in communication network to alert service providers of disaster
- Develop profiles of disaster response needs
- Develop plans to improve transition of victims from response to recovery services
- Assist nonprofits and philanthropies in developing business continuity plans
- Develop a plan for simple entry point(s) for victims seeking services and assistance
- Develop a plan for collecting and sharing information on victims and services

Assess needs

- Supplement assessment of response needs with organizations leading the response (e.g., emergency management agencies and VOADs) as necessary

Develop service plans / Deliver services

- Support response organizations and supplement their service provision as necessary
- Coordinate transition of victims from response to recovery services
- Implement communication plan to explain services to victims

DETAIL ON PREPARING – RESPONSE SERVICE PROVISION

	Responsibility		
Activity	**Lead**	**Others**	**Key considerations**
• Build and maintain informal network among nonprofits	• Association of nonprofit service providers/ major service provider	• Nonprofit service providers	• Networking should extend across diverse communities and across jurisdictional lines in a region
• Establish or participate in communications network to alert service providers of disaster	• Association of nonprofit service providers/ major service provider	• Nonprofit service providers	
• Develop profiles of disaster response needs	• Association of nonprofit service providers/ major service provider	• Nonprofit service providers	
• Develop plans to improve transition of victims from response to recovery services	• Association of nonprofit service providers/ major service provider	• Nonprofit service providers	
• Assist nonprofits and philanthropies in developing business continuity plans	• Association of nonprofit service providers/ major service provider	• Nonprofit service providers	
• Develop a plan for simple entry point(s) for victims seeking services and assistance	• Association of nonprofit service providers/ major service provider	• Nonprofit service providers	• Key issues include providing complete information; managing referrals, technologies, and confidentiality; and accommodating multiple languages
• Develop a plan for collecting and sharing information on victims and services	• Association of nonprofit service providers/ major service provider	• Nonprofit service providers	• Key issues include common data elements, database architecture, technology platform, training users, and confidentiality

DETAIL ON ASSESSING NEEDS – RESPONSE SERVICE PROVISION

	Responsibility		
Activity	**Lead**	**Others**	**Key considerations**
• Supplement assessment of response needs with organizations leading the response (e.g., emergency management agencies and VOADs) as necessary	• Association of nonprofit service providers/ major service provider	• Nonprofit service providers	• Lead response agencies have experience in and systems for assessing victim needs; however, an extreme disaster may exceed past experience and stretch existing systems

DETAIL ON DEVELOPING RESPONSE SERVICE PLANS AND DELIVERING RESPONSE SERVICES

	Responsibility		
Activity	**Lead**	**Others**	**Key considerations**
• Support response organizations and supplement their immediate response service provision as necessary	• Association of nonprofit service providers/ major service provider	• Nonprofit service providers	
• Coordinate transition of victims from response to recovery services	• Association of nonprofit service providers/ major service provider	• Nonprofit service providers	
• Implement communication plan to explain services to victims	• Association of nonprofit service providers/ major service provider	• Nonprofit service providers	• Key messages include – How immediate victim needs will be met – Anticipated transition to recovery

PROPOSED ENHANCEMENTS TO RECOVERY SERVICE PROVISION

Prepare

- Develop profiles of anticipated disaster recovery needs
- Identify potential capacity shortfalls for disaster recovery and develop plan for addressing them
- Agree on standards of operation and train service providers in achieving those standards
- Create advisory/ governance structure to lead recovery process

Assess needs

- Participate in discussions with funding intermediaries for assessing victim needs

Develop service plans

Deliver services

- Convene discussions among service providers to coordinate recovery
- Implement communication plan to explain services to victims

DETAIL ON PREPARING – RECOVERY SERVICE PROVISION

	Responsibility		
Activity	**Lead**	**Others**	**Key considerations**
• Develop profiles of anticipated disaster recovery needs	• Association of nonprofit service providers/ major service provider	• Service providers, government emergency management agencies	
• Identify potential capacity shortfalls for disaster recovery and develop plan for addressing them	• Association of nonprofit service providers/ major service provider	• Service providers, government emergency management agencies	• Staff is likely to be a key constraint on capacity; as a result, plans for filling capacity gaps may focus on ways to borrow staff, solicit in-kind services, and arrange staffing details
• Agree on standards of operation and train service providers in achieving standards	• Association of nonprofit service providers/ major service provider	• Service providers	• Key areas for operational standards include – Record-keeping – Data confidentiality – Financial systems – Personnel systems – Supporting recovery workers
• Create advisory/governance structure to lead recovery process	• Association of nonprofit service providers/ major service provider	• Service providers	

DETAIL ON ASSESSING NEEDS – RECOVERY SERVICE PROVISION

	Responsibility		
Activity	**Lead**	**Others**	**Key considerations**
• Participate in discussions with funding intermediaries for assessing victim needs	• Advisory/governance group	• Service providers	

DETAIL ON DEVELOPING RECOVERY SERVICE PLANS AND DELIVERING RECOVERY SERVICES

	Responsibility		
Activity	Lead	Others	Key considerations
• Convene discussions among service providers to coordinate recovery	• Advisory/governance group	• Service providers	• Key coordination issues include – Reassessing standards of operation and modifying them as necessary – Identifying unmet resource needs and coordinating with resource intermediaries
• Implement communication plan to explain services to victims	• Advisory/governance group	• Service providers	

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