

Fema



"Haddow, George" <George.Haddow@fema.gov>
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Record Type: Record

To: MaryEllen C. McGuire/WHO/EOP
cc: "Haddow, George" <George.Haddow@fema.gov>
Subject: RE: NonProfit Model Nominations

Mary Ellen,

Thanks for your patience. Attached are two nominations from FEMA. Thanks for your consideration.

George Haddow

-----Original Message-----

From: MaryEllen_C._McGuire@who.eop.gov
[mailto:MaryEllen_C._McGuire@who.eop.gov]
Sent: Monday, June 26, 2000 9:28 AM
To: Haddow, George
Subject: RE: NonProfit Model Nominations

George, the committee gets nomination packets Wednesday morning-- I'll need them by then.

(Embedded
image moved "Haddow, George" <George.Haddow@fema.gov>
to file: 06/26/2000 06:29:50 AM
PIC01050.PCX)

Record Type: Record

To: MaryEllen C. McGuire/WHO/EOP
cc: "Haddow, George" <George.Haddow@fema.gov>
Subject: RE: NonProfit Model Nominations

DIAGRAM FOR SUCCESS

FEMA is working with its voluntary agency partners at the national and local level in the development of a comprehensive growth and assessment chart called "Diagram For Success" to provide developmental guidance to the State and local level voluntary agency coalitions called Voluntary Organizations Active in Disaster (VOAD).

This example of a partnership focuses chiefly on improving the effectiveness of the non-profit organizations involved in emergency management at the State and local level. The aim is to provide information to new and emerging VOADs about what steps are necessary to begin to develop their voluntary agency coalition and to provide information to developing VOADs to guide them in their development into fully operational VOADs. The common government and voluntary agency belief is that when there is a more cohesive, better informed, better organized, and well led coalition of voluntary agencies at the local level that is linked closely with State and local governments they will perform more effectively with their various disaster mitigation, preparedness, response and recovery responsibilities.

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THE NATIONAL DONATIONS MANAGEMENT STRATEGY

The following example of a federal government - non-profit partnership includes elements from the following categories: I. Providing better services. III. Allowing input into the policymaking process. IV. Leveraging resources. V. Sharing information. VI. Improving government operations. VII. Improving the effectiveness of nonprofit organizations.

In short, FEMA invited the voluntary agencies to develop the national strategy or policy regarding the management of in-kind donations in disasters. The close collaboration has resulted in a comprehensive National Donations Management Strategy complete with a training program, public education program, information management system, ongoing networking and leadership development opportunities. The joint development and ownership of this strategy from the beginning is the reason why the government - voluntary agency collaboration continues to grow 7 years later. The implementation of the strategy has led to better service to the general public, better service to the disaster-affected community, an expanded level of growth and capacity within several voluntary agencies to manage donations in disasters.

FEMA and several non-profit disaster organizations developed the National Donations Management Strategy in 1993 in order to introduce a level of coordination and control of the large flow of in-kind goods and services, which are invariably donated by the general public after a disaster. The lack of any clear and effective way to donate can lead to a considerable waste of many goods and services and a waste of scarce warehouse space and other logistics resources. Above all, the lack of a donations plan in a disaster amounts to poor service to both the donor and the disaster affected community, which often could be seen picking through a pile of goods, dumped in a warehouse.

The key groundrules of the jointly developed strategy stress that the full capacity of voluntary agencies should be used to manage donations, that financial contributions to voluntary agencies are the preferred donation, that management requires a united, cooperative partnership between government at all levels and the voluntary agency sector, and, that information management is essential. A typical disaster operation currently will have a State Donations Coordinator working with a Donations Coordination Team made up largely of voluntary agency representatives, a Multi-Agency Warehouse, a Donations Coordination Center complete with a Donation Hotline for the public to call to find out what is needed and when and where to send it.

As a result of this close working relationship with the voluntary agency sector there is much evidence that it is now clearer to the public how to donate more effectively. Most notably the level of financial contributions to voluntary agencies has increased. There are also a number of examples of disaster situations where the community in need is receiving considerable assistance from in-kind services, which in the past might have been wasted because of the lack of coordination. As the government provides technical assistance and other management resources, as necessary, the voluntary agencies are able

to do more with their resources.

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Survey Questions for Federal Departments and Agencies

Note: The terms "non-profit" and "voluntary agency" are used interchangeably.

Introduction

A. Define your relationship to nonprofits - in what ways does your agency interact with nonprofit organizations?

FEMA interacts with non-profit organizations throughout the emergency management cycle including during disaster preparedness, mitigation, response and recovery periods.

In disaster preparedness, FEMA works closely with several professional disaster voluntary agencies most notably the American Red Cross and the thirty-one other members of the National Voluntary Organizations Active in Disaster (NVOAD). Others include youth organizations such as the Boy Scouts of America, Girl Scouts of the U.S.A., and Boys and Girls Clubs of America; non-profit institutes and organizers representing disaster responders and public health and safety professions. Activities include the joint development and dissemination of public education materials; comprehensive disaster training; joint disaster exercising; annual conferences; and Internet-based networking.

In disaster mitigation, FEMA provides leadership, technical assistance, funding, and public education materials to a wide variety of working partners including non-profit organizations including faith-based organizations, community-based organizations and disaster relief voluntary agencies.

In disaster response, FEMA provides leadership, technical assistance, disaster response operational information, public information support, funding, and shares certain resources such as office space and equipment on an as appropriate basis.

In disaster recovery, FEMA provides leadership, technical assistance, disaster recovery information, public information support, and certain resources such as office space and equipment on an as appropriate basis.

FEMA also administers the Emergency Food and Shelter (EFS) National Board Program, which is governed by a board that consists of representatives from six national nonprofit organizations. FEMA is a member of and chairs the board whose members consists of The Salvation Army; Catholic Charities, USA; United Jewish Communities; American Red Cross; National Council of Churches and Christ in the USA; and United Way of America. FEMA provides the National Board with policy guidance, oversight and Federal coordination with other programs.

For the past 17 years, the EFS Program has been a successfully administered public/private partnership. This partnership continues due to the effectiveness of the EFS Program and the exemplary manner in which FEMA and the National Board work

together. As partners, policies and procedures are developed to ensure the program provides assistance to citizens most in need of food and shelter. The EFS Program provides supplemental financial assistance to more than 11,000 nonprofit organizations annually.

Technical Assistance/Training

- A. *What types of technical assistance/training do you provide nonprofit organizations (e.g., management support)?*

Technical assistance:

FEMA provides considerable guidance and technical assistance to the various NVOAD standing committees, which work on behalf of the vast majority of the disaster relief voluntary agencies nation-wide. Technical assistance including website development guidance is provided in the Communications Committee. Donations management assistance and guidance is provided in the Donations Committee. Information about catastrophic disaster planning is provided in the Mass Care Committee, and information about the key FEMA disaster recovery programs is shared in the Recovery Committee.

FEMA also provides considerable technical support to the voluntary agency community in the planning, development and delivery of its two principal national conferences. This assistance consists of organizing several key conference workshops.

Training:

A large number of the FEMA emergency management courses are open and available to members from the non-profit sector. These courses include training in hurricane and earthquake preparedness, radiological emergency preparedness, terrorism - consequences management training, hazardous materials training, disaster exercise development, emergency public information management, disaster public education, emergency response operations, the management of donated goods and volunteer services, a number of mitigation courses, twenty Independent Study (self-study) courses, and several train-the-trainer courses. In addition, special seminars, workshops, and broadcasts are offered via satellite as part of FEMA's Emergency Education Network called EENET.

In the Emergency Food & Shelter Program FEMA provides management support to the National Board, ensuring that all policies and procedures adhere to Federal guidelines and laws. FEMA also provides technical assistance and training to the more than 11,000 nonprofit agencies that participate in the EFS Program. The assistance varies from providing information on how to participate in the program to in-depth instruction on how to administer the program locally.

Who provides the assistance? Provide some examples of technical assistance providers who your agency views as models for successful TA design and

delivery. What are some of the characteristics that make these providers successful? What are the limits of these providers?

FEMA Response and Recovery Directorate provides Voluntary Agency Liaisons in each of the ten FEMA regions, the Pacific Area Office in Hawaii, the Caribbean Area Office in Puerto Rico, and at FEMA headquarters office. These specialists provide technical assistance to the coalitions of voluntary agencies located at the State and local level called State Voluntary Organizations Active in Disaster or VOADs. From FEMA headquarters technical guidance is provided to the national coalition of voluntary agencies called the National Voluntary Organizations Active in Disaster (NVOAD). In each case FEMA assists in fostering the voluntary agency leadership and encourages capacity-building leading to sustainability.

A key characteristic that makes this service successful is the sense of common mission. That is, both the FEMA Voluntary Agency Liaison and the voluntary agencies believe in the importance and value of interagency collaboration before and after disasters. Both parties believe in sharing and using resources most efficiently to meet the needs of the community most effectively and in a timely manner.

Another key characteristic that defines the nature of the technical assistance provided by FEMA to voluntary agencies is the deep-seated belief on the part of the providers in developing the local capacity of the voluntary agencies in a community to get more involved in disaster mitigation and preparedness. By providing essential tools FEMA helps to enable the voluntary agency community to do more to assist the communities they work in.

An occasional limit on the provision of this technical assistance is the number of disaster occurrences around the country, which require the voluntary agency coordinator to move to another community and assist in the disaster response. Some of the key work necessary during the preparedness phase in one part of the country may be hampered by the demands for the voluntary agency coordinator to assist in the disaster response in another part of the country.

In the Emergency Food & Shelter Program, FEMA staff provides the technical assistance and training.

C. What types of technical assistance or training are not currently being provided but should be?

A course that has been suggested is a cross-training course for key voluntary agency community organizers who have a leadership role building coalition both before and after a disaster.

Another possible future development tool is the development of a video training tool on "How to Build a State VOAD" (a VOAD is a formal coalition of Voluntary Organizations Active in Disaster based at the State and local level)

More technical assistance and training is needed in the Emergency Food & Shelter Program, however, we are unable to provide due to staff and funding limitations.

D. If applicable, list other ways your agency improves the efficacy of the nonprofit organizations it works with?

FEMA assists the voluntary agencies in developing stronger working relationships with State and local governments.

FEMA encourages the inclusion of voluntary agency issues at various national and regional conferences thus helping promote awareness of the voluntary agency sector.

FEMA includes voluntary agency leadership in key national and regional-level disaster meetings for all phases of emergency management.

Relationship With Nonprofits

A. What types of services do nonprofits that you partner with provide (health, human services)?

The nonprofits involved in emergency management each provide one or more of the following services: advocacy, bulk distribution, case management, child care, disaster clean-up, rebuilding, community disaster education, community outreach, counseling, damage assessment, debris removal, disaster planning, donations management, elder care, emergency repairs, emergency assistance, first aid, disaster grants, financial planning, funeral services, health care, disaster victim identification, massage therapy, mass feeding, mass shelter, mental health services, mitigation planning, mobile feeding, organizational mentoring, pastoral care, pet care, radio communication services, relocation services, resource coordination, sanitation services, special needs for the elderly, disabled, orphaned, technical assistance, training, translation services, transportation services, volunteer management, warehousing and logistics management.

Under the Emergency Food & Shelter Program the nonprofits provide food, shelter, utilities payments, rent and mortgage assistance and some health care.

B. Are there any model relationships that are particularly effective in achieving the critical goals of your department/agency?

The FEMA relationship with the National Voluntary Organizations Active in Disaster (NVOAD) sets an example for the State governments to consider in their relationships with the voluntary agencies at the State level.

It is a model relationship for several reasons: A) the Memorandum of Understanding between FEMA and NVOAD is treated as an action-oriented document calling for a proactive results-oriented relationship between the two organizations. B) the relationship between FEMA and NVOAD allows FEMA to work in an efficient and equitable manner with all of the large and small voluntary agencies involved in emergency management on an equal basis. C) FEMA and NVOAD developed the MOU jointly thus instilling a sense of equality and mutual respect in the relationships between FEMA and all of the NVOAD members.

FEMA also enters into separate Memoranda of Agreement with organizations such as the National Sheriff's Association, Boy Scouts, Girl Scouts, Urban Search and Rescue, etc.

The example of the Emergency Food & Shelter Program is also a good example of public-private partnerships at work.

C. Can you identify any significant obstacles that hinder more effective relationships between federal agencies and nonprofits?

There are no major obstacles that hinder more effective relationships. FEMA and the nonprofits have had a longtime mutual respect and high level of mutual trust for their respective roles in emergency management. This strong foundation allows for a highly flexible approach to effective problem solving and **overcomes** obstacles.

Public Policy

A. Do you have a working relationship with nonprofits when it comes to developing public policy (e.g., regulatory and budgetary matters)?

In the Emergency Food & Shelter Program FEMA develops public policy with its nonprofit partners. Budgetary matters are also addressed jointly.

B. If so, please provide some examples of collaborative activities and describe what worked well and why you think it worked well.

Over the past 17 years, FEMA and the EFS Board have collaboratively developed a formula each year that decides where the funds will be provided. Policies that govern how the funds are to be utilized by the local nonprofits are also developed together.

C. If not, what are the barriers to developing a working relationship with nonprofits on public policy matters?

Not applicable.

D. What do you think can be done to hurdle the barriers or strengthen the relationships with nonprofits when developing public policy?

To strengthen the relationships with nonprofits FEMA should continue to respect the field knowledge in social services that they bring to the discussions about public policy.

Foundations

A. *Do you have a working relationship with foundations or other private donors?*

Several foundations and private donors have contacted FEMA over the years inquiring about how to make an effective contribution in disaster relief operations. Donors have been encouraged to make financial and in-kind contributions to support the work of non-profit organizations. They are also encouraged to learn

more about FEMA's Project Impact program; a community-based program focusing on working in public-private partnerships to create communities that can withstand and/or avoid the destructive and expensive effects of disasters. To date, Project Impact has approximately 1,100 corporate partners providing a variety of financial and in-kind contributions to support the collaborative public-private partnerships in communities throughout the country.

If so, please provide some examples of collaborative activities and describe what worked well and why you think it worked well.

In the disaster response area FEMA does not maintain long-term relationships with the donors. Rather, the donors are encouraged to develop working relationships with the voluntary agencies in order to help sustain the work of the voluntary agencies in future disasters.

An example, of a success partnership that has lasted for several years is the relationship between the International Bottled Water Association (IBWA) and the Adventist Community Services (ACS). The IBWA approached FEMA to inquire about how it could better coordinate its donations of bottled water during disaster response operations. FEMA introduced the IBWA to the ACS and encouraged them to work together to meet each other's needs. The relationship has led to a win-win arrangement where ACS receives water for distribution to communities in need and the IBWA has a clear sense of how it can more effectively make its contribution. IBWA supports other non-profit organizations in a similar manner.

Another example is the support FEMA provided to the new organization the Franchise Emergency Action Team - an association of franchise companies united to provide disaster relief services after a disaster. FEMA helped to develop the emergency response plan for FEAT and again introduced FEAT to several voluntary agencies interested in receiving and distributing the donated resources.

In both cases the donor and the recipient non-profit agencies met their goals and resources were made (and continue to be made) available to communities in need. These collaborations worked well because FEMA recognized its appropriate role as a broker helping to foster meaningful relationships between private sector donors and several non-profits involved in providing important services to several communities in need. The key to success is that FEMA treats each donor with full respect making every effort to find the most appropriate non-profit recipient for the contribution. With added resources the non-profit is better able to meet the needs in the community.

Likewise in the Project Impact arena there are many examples of successful public-private collaborations. Again, FEMA has recognized its most appropriate role in fostering a number of community-based interagency collaborations. By providing the necessary tools, some funding, training, and the opportunity for participants to meet and share their success stories FEMA continues to strengthen and empower communities in their own development. A growing number of nonprofits are involved in the efforts to integrate disaster prevention planning and

practice into ongoing community development projects. A special effort is being planned for in the near future where faith-based organizations will work closely in this process and make a special outreach effort to the most vulnerable parts of any community - the poor, the disabled, the elderly, and minorities.

- B. If not, what are the barriers to developing a working relationship with foundations and other donors?

N/A

- C. What do you think can be done to hurdle these barriers or strengthen relationships with foundations and other donors?

N/A

Resources

- A. *What resources do you provide to the nonprofit community (e.g., grants, in-kind services- if possible give amounts)?*

Some financial reimbursement is made to the American Red Cross for program services they provide for disaster clients who are eligible for government assistance.

Space and use of equipment in FEMA facilities is offered to a number of non-profit organizations during disaster operations.

In the Emergency Food & Shelter Program FEMA provides the budget of up to 100 million dollars.

- B. *How can nonprofits find out about the resources that you make available to them?*

Through constant communications in the form of conferences, meetings, website information sharing, FEMA keeps the non-profits informed about any potential resources available to them.

In the EFS Program nonprofits find out about the resources through the Federal Register Notice. In addition, each community that is eligible for funding must advertise in local newspapers, radio, and/or television advertisements informing local nonprofits of the availability of the funds.

- C. *Do you provide any support services to help nonprofits comply with cost principles and administrative requirements (e.g., Circular A-122, Circular A-133)? If so, what are these?*

In the EFS Program, each nonprofit agreeing to accept the funds is provided information concerning requirements. Technical assistance is provided when requested to ensure compliance. Nonprofits receiving \$25,000 or more in EFS funds must arrange for an audit of the expenditure of these funds to coincide with

its scheduled annual audit of its financial affairs. Nonprofits receiving \$300,000 or more in Federal funds must comply with the OMB Circular A-133.

- D. *What steps is the department/agency taking to comply with the new Federal Financial Assistance Management Improvement Act, particularly in regards to streamlining grant applications and reporting requirements?*
- E. In the EFS Program FEMA provides the entire grant to the National Board which in turn provides the funds to the local nonprofits. There is a streamlined reporting requirement whereby the grantee provides an annual audit to FEMA on the administration and expenditure of funds.

Communication

- A. *How do you reach nonprofits to inform them of departmental/agency information? Do you have any form of regular communication? If so, what form does it take?*

During disaster operations FEMA shares considerable information with a large number of non-profit organizations through close working relationships, regular meetings, and newsletters.

Considerable information is shared throughout the year with nonprofits involved in both the EFS Program and those nonprofits involved in disaster management. Information is shared through conferences, the FEMA website, training meetings, and disaster exercises.

- B. *Does your web site provide information specifically for nonprofits to use? If so, what are some examples of how your web site responds to nonprofit needs? Does your department/agency participate in the Nonprofit Gateway <<http://www.nonprofit.gov>>? If so, what types of resources does it take to keep information current?*

The FEMA website has considerable information about all of the FEMA programs in disaster response, recovery, preparedness and mitigation. FEMA has had a link to all of the nonprofits working in emergency management for several years. This is done through the link to the website for the National Voluntary Organizations Active in Disaster.

The website contains detailed information about the Emergency Food & Shelter Program.

FEMA does not participate in the Nonprofit Gateway except for a web link to the FEMA website. FEMA's nonprofit partners in the Emergency Food & Shelter Program do participate in the Nonprofit Gateway.

C. What changes would you suggest to improve communications with nonprofits?

Finding out more about the Nonprofit Gateway and participating in it, as appropriate.

FEMA might consider providing small amounts of scholarship funding to enable State and local voluntary agency members to attend the key annual national training conference for nonprofits involved in disaster relief. This is a contribution that pays large dividends.

The coalition of voluntary agencies NVOAD should consider changing the committee structures so that they match the way FEMA and the National Emergency Management Association (NEMA) are organized --- Mitigation, Preparedness, Response & Recovery.

A comprehensive survey might be considered on a wide range of issues related to the status of the voluntary agency movement in emergency management. Very little research has been conducted in this arena. In particular, as several State governments are expanding their roles in coordinating and communicating with the voluntary agency sector there are changing dynamics and trends that need to be better documented.

In major disaster operations it would be very helpful to the large and small voluntary agencies for senior FEMA officials to include them in a major media event to persuade the general public to support the voluntary agencies with financial contributions rather than the continued flow of inappropriate donated goods.

FEMA has recently initiated outreach efforts to involve national Black organizations in reaching the African American community with disaster preparedness and emergency information through the African American Emergency Preparedness and Information Partnership (AF EPIP). A similar outreach to Hispanic and then to other ethnic minority groups will follow in FY 2000 and beyond.

To what extent does the department/agency require nonprofit participation in the delivery of services?

- A. In the strict sense, FEMA does not require nonprofit participation in the delivery of disaster services but certainly relies on the voluntary agencies to provide both their emergency assistance services and the additional assistance needed to address "unmet needs". Both the emergency assistance and the longer-term recovery assistance are vital services, which together with the government disaster relief programs provide the disaster client with as holistic a package of assistance possible.

In the Emergency Food & Shelter Program all services are provided through the nonprofit sector.

- B. *Please provide examples of contracts/grants/services that your agency formerly provided through nonprofit contractors/grantees but that are now provided by for-profit grantees/contractors. Why did this change occur?*

N/A