

# The NC Resources to Recover Partnership

## A Concept for Economic Disaster Response

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# **The N.C. Resources to Recover Partnership: *A Concept for Economic Disaster Response***

## **I. Executive Summary**

Following the closure of the Pillowtex plant in Cabarrus County in 2003, state and community leaders began to use the term “economic disaster” to describe the devastating effects that mass layoffs have on the dislocated workers who lose their jobs and the communities where they were once employed. Unfortunately, economic disasters have become almost routine throughout rural North Carolina, and it is these rural communities which are the most vulnerable when economic disaster strike. Many of these dislocated workers—defined as those who lose their jobs through no fault of their own—face significant barriers to reemployment and a daunting level of financial, human, and social service needs. While some dislocated workers are able to overcome these issues and regain financial stability, most need significant assistance; the sheer number of workers and their varying levels of need virtually mandate an integrated response from Federal programs, State agencies, community leaders, and critically, the community’s own nonprofit, faith-based, and community-based organizations.

In recognition both of the critical role played by nonprofit partners and the barriers they face in coordinating with State agencies, the Rural Center, in a publication known generally as the Dislocated Worker Action Agenda, recommended the development and implementation of a strategy for integrating a coordinated nonprofit response mechanism into the State’s emerging economic disaster response plan. Specifically, the Rural Center recommended the adaptation of a natural disaster response model—the Voluntary Organizations Active in Disasters (VOAD)—for response in economic disasters. This paper bears the fruit of this work and proposes the Resources to Recover Partnership (R2R), which seeks to mobilize nonprofit, faith-based, and community-based organizations to connect dislocated workers with the resources they need for immediate relief and long-term recovery from economic disasters.

This public-private partnership will not directly provide any services, but it will instead ensure that nonprofit and faith-based service providers are networked to each other and to state agencies—especially the workforce system—in a way that upgrades their ability to connect dislocated workers to existing services and resources. In turn, the workforce system will benefit from R2R through an enhanced ability to coordinate with nonprofits (a goal sought by the Department Employment and Training through its own SHARE Network program), while nonprofits will benefit by a seat at the table with the workforce system and an increased capacity for referrals. Most importantly, R2R will help mitigate the impact of economic disasters for dislocated workers by streamlining their access to what otherwise would be a bewildering array of programs, assistance, qualifications, and deadlines.

Adapting VOAD to an economic disaster context requires attention to the similarities and differences between natural disasters and economic disasters. In particular, the differences in the State’s governmental response mechanisms have profound implications for R2R. While the state’s disaster management structure is tightly integrated and coordinated through a centralized Department of Emergency Management, the response mechanisms for economic disasters are less well established, especially when layoffs are small and discrete enough to avoid triggering the Federal WARN rules. As a result of this centralization, VOAD’s organizational structure is also fairly centralized, with a state-level committee that is directly integrated into the state’s emergency management system through a seat on the State Emergency Response Team. When a disaster occurs, VOAD mobilizes state-level nonprofit networks like the United Way or Red Cross and leads response meetings of local network affiliates, nonprofit, and faith-based organizations in the affected county.

In another difference that has implications for R2R, many economic disasters in the post-Pillowtex era are occurring in an environment of low public awareness, thus reducing the level of public support so necessary for harnessing nonprofits in disaster response. Finally, the time horizon and level of need are significantly different for an economic disaster. While conditions following natural disasters generally improve over time, as power is restored, roads are rebuilt, and homes are re-inhabited, conditions following economic disasters generally worsen over time, as dislocated workers slowly run out of unemployment benefits, fall behind on their mortgages, or lose their health insurance. Any response to economic disasters, therefore, requires a long-term outlook both for emergency assistance and for long-term recovery.

In an effort to facilitate both recovery and response, R2R will exist on two different levels. Similar to VOAD, the state-level NC R2R will connect with the state-level nonprofit networks, and with the appropriate contacts in the Governor's Rapid Response Team and the state's Workforce Commission. Additionally, the NC R2R will provide technical assistance to local nonprofits and congregations on how to meet the needs of dislocated workers, as well as preparing and disseminating Training Guides for Nonprofits and Resource Pocket Guides for Dislocated Workers. Finally, during an economic disaster, the NC R2R will mobilize the state networks and facilitate the response meetings held by the Local R2R in the impacted community.

At the county level, the Local R2R will conduct the initial outreach to bring relevant and interested nonprofit, faith-based, and community-based groups to the planning process, begin planning response strategies, and work with their county's respective Local Workforce Board to provide regular conditions briefings on the economy and the services provided by JobLink. Following a disaster, the Local R2R will convene a disaster response meeting for member organizations to be briefed on the layoff specifics, discuss the implementation of their response strategies, and share referrals. Over time, the Local R2R will provide emergency services to dislocated workers and ensure that they are knowledgeable about the retraining options available for their long-term recovery.

While implementation faces several challenges, it is hoped that the Rural Center will begin to pilot the project in the coming year.

## II. Introduction

On July 30, 2003, the town of Kannapolis was rocked by the sudden closure of Pillowtex, the community's largest employer. In what became the largest layoff in state history, thousands of workers lost their jobs. Unfortunately, while Pillowtex was the largest layoff, it has not been the only community to experience economic distress due to plant closures. Throughout North Carolina, dozens of communities are suffering from "economic disasters"—plant closings, massive layoffs, and the resulting impacts on local economies. Whether the result of a single layoff event with 200 individuals or more laid off at one time or the cumulative result of years of layoffs in fives and tens and 50s, net job loss that comes to represent any significant share of the labor force translates into broad negative impacts for the communities and potentially permanent drops in standards of living of entire families, not just temporary threats to the incomes of individual workers.

The impacts may be especially severe for rural communities dominated by traditional North Carolina industries like tobacco, furniture, and apparel that are particularly vulnerable to collapse. Although some dislocated workers are able to weather the loss of their job, the overwhelming majority need assistance for immediate relief and long-term recovery—especially since the low educational attainment levels prevalent in many rural areas reduce the ability of dislocated workers to leave their communities and find work elsewhere.

### An Action Agenda for Dislocated Workers

In response to these disasters and the emerging challenges facing dislocated workers, the Rural Center convened stakeholders in the state's economic development and workforce system in late 2004 for a Rural Dislocated Worker Summit. Soon after, the Rural Center convened top workforce development, economic development, and human services to form a Dislocated Worker Advisory Committee, with the goal of assembling an action agenda to address the issues related to plant closures and dislocated workers. The fruit of the advisory committee's work was the publication in April 2005 of *Gaining a Foothold: An Action Agenda to Aid North Carolina's Dislocated Workers*, made ten broad recommendations for addressing "economic disasters" and the structural challenges surrounding dislocated workers. In an effort to help implement recommendations from the *Gaining a Foothold* report, the Workforce Commission formed a Dislocated Worker Taskforce in October 2005, which produced a series of specific policy recommendations in June 2006 that seek to translate certain *Gaining a Foothold* recommendations into action.

In *Gaining a Foothold*, Subrecommendation 8-3 called for an "effective, collaborative response to economic disasters involving local public leaders, and the voluntary non-profit sector." Within the body of this subrecommendation, the Rural Center and the Dislocated Worker Advisory Committee call for "setting up the equivalent of NCVOAD (North Carolina Voluntary Organizations Active in Disasters) for economic disasters to channel the energy of volunteer and nonprofit organizations to connect with the workforce system."

The result of over 30 stakeholder interviews and additional research, this paper seeks to fulfill Subrecommendation 8-3 by proposing a program model that seeks to mobilize nonprofit, faith-based, and community-based organizations to help connect dislocated workers to the resources they need for immediate relief and long-term recovery.

### The Nonprofit Role: Opportunities and Challenges

Despite the lack of job opportunities for dislocated workers, many rural communities have an abundance of faith-based, community-based and nonprofit organizations committed to meeting the needs of these workers. Just as these voluntary, nonprofit, and faith-based organizations play a vital role in response and recovery from natural disasters, economic disasters require us to call upon the best of citizen volunteers to help meet the needs of their communities. As seen in Pillowtex and other closings, these nonprofit organizations and congregations have a deep commitment and desire to help the people in their communities recover from such a disaster.

The main challenge nonprofit organizations face is knowing how to help—how to target their efforts specifically to dislocated workers; how to coordinate their efforts with public partners (and what these partners do); how to collaborate more extensively with other nonprofit organizations and networks.

The primary problem public workforce development agencies face is the challenge of quickly organizing nonprofit organizations, ranging from state networks to small community- and faith-based partners, to provide services that complement existing workforce development services. Workforce agency leaders do not always know all the nonprofit organizations in their communities, and learning about and organizing a disparate set of organizations under a compressed disaster timeline is very challenging and adds significantly to a workforce leader's work load.

While there are some tools like Community Service Delivery Forums that bring workforce and nonprofit leaders together in the case of some very large layoffs, these are not available for smaller but still significant layoffs that may represent economic disasters in smaller communities.

Without a closer connection between public and private nonprofit organizations, dislocated workers:

- Do not always know about the public services that can help them, or do not know how to access them;
- Do not have the full human services support that they need, even if a nonprofit organization in their community already provides the service;
- Do not benefit from services that can be created through cross-sector strategic thinking.

#### A Model from Natural Disaster Response

Following natural disasters, nonprofit partners could readily face similar obstacles in providing assistance to affected communities. In an effort to address these potential obstacles to coordinated service delivery, the Voluntary Organizations Active in Disasters (VOAD) organization manages the voluntary and nonprofit side of natural disaster response by facilitating the coordination of these organizations with each other and with state and Federal partners. NCVOAD is a recognized entity that is part of North Carolina's emergency management system and coordinates between the Division of Emergency Management and the nonprofit community. Recognizing the important role played by VOAD, the Rural Center called for the creation of a similar VOAD-type organization to assist dislocated workers during economic disasters.

#### Introducing Resources to Recover

The Rural Center has developed the NC Resources to Recover program model with the goal of mobilizing nonprofit organizations to connect dislocated workers with the resources they need for emergency relief and long-term recovery from economic disasters.

This public-private partnership model will not directly provide any services; instead it will ensure that nonprofit and faith-based service providers are networked to each other and to state agencies in a way that improves their ability to connect dislocated workers to existing services and resources. It enhances the existing efforts of State and Federal agencies to ensure that dislocated workers and their communities have the resources to recover from the devastating effects of job loss. Additionally, this will benefit the state's workforce system by providing a streamlined mechanism for the system to tap into nonprofit organizations for assistance in meeting the needs of dislocated workers. Finally, this initiative builds the capacity of local workforce boards, nonprofit affiliates, and community and faith-based organizations to assist dislocated workers with or without the activation of the state's Rapid Response Team.

### III. Goals and Objectives

To measure, benchmark and advance the program vision described above, there are a number of critical goals and objectives that Resources to Recover aims to achieve in each stage of the disaster response. The **Goals** of Resources to Recover are as follows:

#### Ongoing

- Assist Dislocated workers with direct services and resources;
- Benefit JobLink by :
  - encouraging nonprofit entities to make referrals to the JobLink system,
  - filling direct service gaps,

providing supportive or emergency services that make it easier for workforce system customers to focus on and achieve their goals, including meeting their Workforce Investment Act performance standards;

- Benefit the nonprofit community by connecting nonprofit service providers with the workforce system and with each other more extensively.

#### Response

- Ensure adequate delivery of training, human, and other emergency services to dislocated workers.
- Help dislocated workers access appropriate resources provided by federal, state, and non-governmental entities.
- Fill gaps in current service delivery models through promoting continuous, coordinated, and collaborative delivery systems.
- Leverage the energy and contacts of nonprofit organizations/networks and coordinate closely with the JobLink system to provide seamless and efficient service delivery.

#### Recovery

- Ensure that dislocated workers have the necessary life/job-finding skills to land a new job.
- Ensure that dislocated workers have appropriate skills for the types of jobs existing and emerging in the region.
- Promote a culture of education, training, and mentoring among dislocated workers.

#### Mitigation

- Proactively develop strategies before an event for nonprofit organizations to assist in minimizing the impacts of economic disasters when they occur.
- Raise awareness among yet-to-be-dislocated workers in endangered industries that the world is changing and their skills will need to change with it.

The **Objectives** of Resources to Recover are as follows:

#### Ongoing

- Create state and local Resources to Recover partnerships that coordinate response and service delivery by nonprofit organizations:
- Mobilize non-governmental organizations within R2R to provide emergency services and reach dislocated workers in need of services.
- Fill gaps in current service delivery and resource connectivity models using nonprofit organizations, linking to other related initiatives such as the SHARE Network.
- Provide Training Manuals for nonprofit organizations dealing with Dislocated Workers and resource Pocket Guides for dislocated workers that provide the updated contact and service information for key agencies and partners.

#### Recovery

- Synchronize the area's workforce development strategy with its economic development strategy so that dislocated workers receive the training most appropriate for the particular region's economic needs.
- Foster long-term collaboration and coordination in service delivery by nonprofit organizations.
- Create an institutionalized set of relationships to promote collaboration and coordination.

#### Mitigation

- Create and implement a marketing and outreach plan (including fliers, brochures and radio PSAs) to dislocated workers urging up-skilling as response to globalization.
- Develop inter-institutional foundation among nonprofits and the Local Workforce Boards to promote a collaborative, community-oriented planning process for addressing economic disasters and other transitions.

## IV. Economic Disasters

The concept of describing severe economic dislocations or mass layoffs as “disasters” first arose during the immediate aftermath of the Pillowtex closings, but can just as easily be applied to similar cases in other communities throughout the state. Indeed, these types of large layoffs are increasingly common in North Carolina, as the global economy puts mounting pressure on the state’s traditional core industries of tobacco, furniture, and textiles. As these layoffs continue, and indeed, become routine, it becomes increasingly important to address these dislocations properly as “economic disasters” that wreak havoc on their communities similar in scope (if not in type) to the damage inflicted by natural disasters. Addressing economic disasters requires fully understanding them beyond the simple label of “mass layoffs.”

### Defining Economic Disasters

So, what defines an “economic disaster?” Various stakeholders in the Dislocated Worker Action Agenda process have called for a definition to be developed, but have also recognized that it is not so easy as setting a target number of individuals laid off or a percentage of the labor force unemployed through a layoff or plant closure.

However, out of this process has emerged a clear understanding that an economic disaster has several elements. First, an “economic disaster” occurs when a large number of workers in a community lose their jobs through no fault of their own due to layoffs, plant closures or other severe economic dislocations. While there is no consensus number for the exact number of jobs lost necessary to constitute an economic disaster for Workforce Commission planning purposes, there are several different options available. The Federal Worker Advance Retraining Notice (WARN) requires all firm to notify the state if they anticipate a layoff larger than 50 people within a short period of time. However, those firms uninterested in complying with the spirit of the law can simply spread out their layoffs over time to avoid triggering the 50 person-at-a-time threshold. Cognizant of these shortcomings, the Workforce Commission has pursued other numerical thresholds, including a tiered approach of pegging the extent of the disaster to the number of total jobs lost within a certain period. There has also been discussion of setting a threshold that takes into account the number of jobs lost as a percentage of the total workforce in the affected region.

Secondly, regardless of the exact number of workers laid off, the event must have a significant and negative impact on the community itself and on the lives of the dislocated workers who live there. Many communities in rural North Carolina grew up around and became virtually dependent on the mills and factories of the state’s industrial past. Not only did textile mills like Stonecutters, Pillowtex, or VF Jeanswear employ a significant portion of a community’s residents, they also played a critical role as part of the community’s tax base and consumer of city services. As these mills shut down and moved away, the city government left behind faced sudden and dramatic revenue losses just at the time when greater city resources would be required to address the steadily mounting needs of their increasingly desperate former workforce.

Adding to the broader problem facing the affected community, many of the locality’s small businesses and secondary suppliers felt an immediate crunch as their chief source of business vanished. These businesses either laid off their employees or had to close down themselves, further worsening the unemployment crisis facing a community. As for dislocated workers themselves, the consequences of these layoffs can be absolutely devastating, financially and emotionally. Many of these workers have been employed in the mill for decades and the prospect of finding a new job is shocking and almost inconceivable. Many of them have only a high school diploma or less, lack basic literacy, and have few of the skills necessary to find a job in the new economy. On top of these structural concerns, many of these workers are faced with sudden drops in income, as their Unemployment Benefits provide significantly less than their former salaries. Mortgages, health insurance, credit card bills, and school tuition, become unpayable, as these workers slip further and further behind.

Thirdly, the impact of the event must be so severe that they overwhelm the ability and resources of the local community to respond. The Governor’s Rapid Response Team, mobilized when a firm submits its WARN notice, embodies the implicit recognition that local communities need external assistance when faced with severe layoffs. After almost two decades of Rapid Response, it has become

clear that the external, coordinated assistance rendered by the Rapid Response Team is critical to assisting impacted communities, and that the need is no less in those communities experiencing layoffs that have not triggered a WARN notice.

Pulled together, these various strands from the core documents on dislocated workers give us a very helpful working definition of an economic disaster. An economic disaster occurs when a significant proportion of the community's workforce is laid off through no fault of the workers, generating a high unemployment rate, a significant loss of local revenue, and emergency human service and workforce development needs that overwhelm local resources.

While Pillowtex has often been described as the "perfect storm" of economic disasters, other communities have also experienced these dislocations, although without the same level of public attention. Because of this, any strategy to respond to economic disasters merits a look at Pillowtex, precisely because of its uniqueness; but its very uniqueness also requires an understanding of how different conditions in other economic disasters would alter a response strategy.

#### The "Perfect Closure:" Lessons from Pillowtex

On July 30, 2003, the Pillowtex plants in Kannapolis shut their doors and laid off over 4,000 workers, many of whom lived in and around Cabarrus County. In response to what became the largest layoff in state history, leaders at the federal, state, and local levels worked together to provide critical retraining services, direct financial support, and critical special initiatives (including the negotiation of a special health insurance plan with Blue Cross/Blue Shield) to workers laid off from Pillowtex. Such was the State commitment to this effort that the Department of Commerce's Division of Employment and Training set up a mobile JobLink site (to provide a one-stop location for workforce development services) in Plant 4, the largest Pillowtex factory. Aside from providing dislocated workers with information on retraining, this site also provided information on accessing the vast array of Federal services for the unemployed and impoverished.

Additionally, in the glare of state and national media attention, local community organizations mobilized an unprecedented and coordinated human service delivery effort through a newly established Community Service Center (CSC) to help dislocated workers with everything from mortgage refinancing assistance to food stamps to child care assistance. Located in a Lutheran Church across the street from the major Pillowtex plant, the CSC provided workers with these services in a single-stop operation for human services. In fact, many of the organizations involved in running the CSC began meeting as early as March 2003, as evidence began to accumulate that Pillowtex might close. Led by the Cabarrus County Department of Social Services and the local United Way office, this ad hoc group began planning a coordinated human and social service delivery strategy to help the soon-to-be dislocated workers get the maximum assistance in the most efficient manner possible. These preliminary discussions were critically important in the success eventually enjoyed by the Community Service Center.

It is important to understand the unique aspects of Pillowtex in order to draw the proper lessons from this experience. As the largest layoff in state history, the Pillowtex closing occurred in the midst of public attention, concern, and outright shock, which, combined with a uniquely favorable political environment, is unlikely to happen again, especially as layoffs become routine and the state's economy recovers. In fact, precisely because layoffs have become so routine, economic disaster responders in the post-Pillowtex world cannot count on anywhere near the same level of public commitment and political interest that mobilized so many resources to assist Cabarrus County in 2003.

As a result, communities throughout North Carolina must develop a system to respond to economic disasters absent this environment. Fortunately, the Pillowtex experience provides several key lessons for developing a suitable response system:

- Interagency coordination can help provide dislocated workers with the specific services they need while minimizing gaps or overlaps in service delivery.
- One-stop sites like the CSC at the Lutheran Church and the mobile JobLink site at Plant 4 are effective in helping dislocated workers access the Federal, State, and community-based resources that already exist, but may be confusing or even unknown to these workers.
- Coordination between nonprofit, faith-based, and community based organizations is critical to connecting the maximum number of people to the maximum level of services.

- Pre-event planning is vital to establishing a common framework for effective response following the disaster, especially for nonprofit and faith-based human and social service entities.

These lessons should provide a useful starting point for developing a model to mobilize nonprofit and faith-based organizations to connect dislocated workers to the resources they need to recover from economic disasters.

## V. Disasters analysis: economic vs. natural disasters

This section analyzes the suitability of using natural disaster response models as a rubric for developing models to assist dislocated workers suffering from “economic disasters.” It also examines differences and similarities between the two different types of events, and then provides a set of implications from this analysis developing a nonprofit mobilization strategy for responding to economic disasters.

### Background

As mentioned in the section on Goals and Objectives, natural disasters have four phases, including:

- Prevention so the event never occurs
- Mitigation of the event’s negative impacts (taking steps now to reduce negative impacts in a future disaster)
- Response in the immediate aftermath of the event
- Recovery over the long-term following an event.

How does this framework apply to economic disasters? While the prevention of economic disasters is primarily a public policy issue, lying within the purview of Federal, state and local policy makers, mitigation is the central concept behind an Economic VOAD approach, as outlined in Subrecommendation 8-3 of the Action Agenda.

Rooted in the emerging statewide economic disaster plan envisioned by the Action Agenda, the guiding principle of an Economic VOAD is to help communities weather major economic transitions through the mobilization of nonprofit organizations to connect dislocated workers with the resources they need for emergency response and long-term recovery. In other words, the goal is a mitigation strategy that improves response and encourages recovery so that an impacted region is better able to cope with the impacts of devastating layoffs. In terms of both response and recovery, however, the similarities and differences between natural and economic disasters define the scope and challenges facing an Economic VOAD.

### Similarities

There are several similarities between Natural Disasters and Economic Disasters, including:

**Warning Time.** Both types of disasters can hit suddenly, with little warning. Early warning systems are possible, but problematic in terms of practical implementation. As a result, prevention can be extremely difficult, resulting in an emphasis on mitigation, response, and recovery, instead of prevention.

**Impact.** Both types of disasters dramatically disrupt the economic, social and organizational infrastructure of affected communities. These disruptions place inordinate strain on existing personal, governmental, and non-governmental support systems, as they attempt to provide adequate services in the midst of new conditions throughout the response and recovery stages.

**Need for Coordinated Response.** With so many different actors in these different spheres, careful planning, coordination, and collaboration are paramount to effectively deliver services to the maximum number of people without wasteful and unnecessary duplication of services.

**Denial/apathy.** With both natural and economic disasters, individuals can deny the risks they face even when there is strong evidence that something could have a severe impact on them and their

families. Additionally, once the danger is past, citizens and even some organizations that can provide support during a disaster become apathetic, especially if disasters are not regular events.

#### Differences

There are also several differences between natural and economic disasters that affect the scope of response and recovery, including:

**Physical Infrastructure.** Natural disasters make visibly destructive changes to the physical environment and infrastructure of impacted areas. Emergency assistance, therefore, is geared to short-term mobilization for the stabilization of basic needs (housing, food, water, shelter) and repair of critical infrastructure. Economic disasters, on the other hand, wreak a less visible kind of destruction on dislocated workers and their communities. Addressing this “damage,” requires repairing a different and equally less visible kind of infrastructure—workers’ skills, a municipality’s tax base, a community’s social cohesion.

**Time Horizon and Level of Need.** While conditions are usually worse immediately after a natural disaster and then gradually improve over time, the reverse is true for economic disasters. Although unemployment benefits last from 26 weeks for unemployment insurance to 104 weeks for unemployment benefits under the Trade Adjustment Assistance program, the benefits are usually insufficient to cover mortgages, health insurance, etc, and dislocated workers can frequently exhaust their personal savings, making their situation even more precarious when their unemployment benefits expire. As a result, adequate response to economic disasters requires a timeline that accounts for needs that increase over time.

**Public Awareness.** Natural disasters usually generate a high level of public awareness, which often triggers a high degree of governmental, non-governmental, and voluntary support from concerned sources outside the immediate disaster area. Aside from the Pillowtex case—the largest plant closings in American history, economic disasters do not typically generate this kind of extra-regional publicity. In fact, plant closings in smaller communities with smaller absolute numbers of layoffs have become depressingly common in rural areas, despite the fact that a plant closing of 200 provides a proportionally negative impact on that community as did the Pillowtex closings on the larger Cabarrus-Rowan-Stanly region. This has serious implications for funding economic disaster response.

**Funding.** Following natural disasters, FEMA funds flow into State government, and then to DEM, and the Governor usually activates an Emergency Response Fund. The Fund, supported by money raised from purely private sources and donations, then distributes funds to county managers in the relevant regions. Managers then disburse these funds where necessary to nonprofit and community organizations to provide relief services. While some US Department of Labor funds are available following an economic disaster, there is no Federal source that replicates for economic disasters the volume or flexibility of FEMA funds available following natural disasters. Similarly, the Governor has no Fund for economic disasters, although a non-state Fund was set up during Pillowtex.

**Difficulty in clearly identifying a “disaster.”** Unlike in natural disasters, coordinated interagency response to economic disasters is hampered by the lack of an established, consensus benchmark for identifying when a disaster has occurred. Part of this definitional confusion results from the fact that economic disasters actually get worse over time for dislocated workers and their communities, as Federal benefits run out, savings are exhausted, bills mount, and the community’s tax base erodes. Because of this slow-motion snow-balling effect, it is difficult to address economic disasters as discrete events, especially once the immediate public attention following the layoff recedes. This raises two problems for economic disaster response. First, the lack of consensus creates obstacles for gaining buy-in from the different agencies that need to be involved in response. Without institutional buy-in, and without a consensus ability to pinpoint when an economic disaster has occurred, the ability of relevant institutions to prepare and respond over the long-term course of the disaster is severely limited.

**Institutional Preparedness.** Since the mid-1990s, repeated natural disasters have encouraged the development of institutional disaster response agencies and protocols within the state government and among voluntary organizations—including the State Emergency Response Team (SERT), State Disaster Recovery Team (SDRT), an active and highly-regarded Department of Emergency Management (DEM), an active and nationally recognized VOAD, and the Governor’s new North Carolina Disaster Recovery Guide. While these institutional relationships and protocols could be theoretically mobilized in

the event of an economic disaster, it seems unlikely in practice, a point reinforced in the Action Agenda and Task Force policy recommendations. As a result, a key difference between economic and natural disasters involves the relative imbalance in existing institutional response mechanisms.

In an economic disaster, the response infrastructure—embodied in the Governor’s Rapid Response Team—is less-well developed and is only triggered in certain situations, most commonly when a firm issues a Federal WARN notice of impending layoffs. Because of the flexibility of the WARN law, however, notices are only triggered in a small subset of layoffs, which means that a majority of layoffs may occur in the absence of the same kind of full-scale, integrated, and institutional response achieved in many natural disasters.

## Implications

These differences lead to several core implications, including:

**Lack of Public Awareness.** Responders to economic disasters must generally work without significant public awareness, which generates less political support for assistance and reduces funding sources for response operations.

**Longer Time Horizon.** Responders must work over a significantly longer time horizon, which further erodes external public awareness and support.

**Lack of Institutional Commitment.** In the absence of strong, integrated institutional response mechanisms, an eroded public interest also erodes political will and interest from local partners to participate, a challenge made more severe by the lack funding to lubricate the efforts of non-governmental actors. This will also generate significant obstacles for long-term recovery, because ultimately, it erodes the institutional capacity for an adequate response to dislocated workers. Over the long term, this institutional environment also creates challenges for workforce development service delivery to dislocated workers—a key component in long-term recovery and the heart of the Action Agenda’s Recommendation 6, which calls for “providing equal access to services for all dislocated workers.” Since many workers may not know about or feel comfortable entering JobLink and the Community College system (the primary workforce development infrastructure in NC), there may exist a critical gap between dislocated workers and these existing services.

## Conclusions

While the natural disaster framework is helpful for thinking through a response to economic disasters, developing a specific nonprofit response effort requires serious attention to the institutional differences between these types of disasters. These underdeveloped institutional networks between public and private partners in economic disaster response clearly opens the door for nonprofit partners to work alongside the workforce system to bridge gaps in service, “reach the unreachable,” and “connect the disconnected.” In light of this important role, it is important to develop a model that can fully address the lack of easily accessed connection points and the waning of public attention over time. Fortunately, the world of natural disaster provides a useful starting point for developing such a nonprofit response model for economic disasters that can be tweaked to reflect the differences between natural and economic disasters.

## VI. VOAD: A response to natural disasters

At the national level, the National Voluntary Organizations Active in Disasters (NVOAD) was created in the aftermath of Hurricane Camille to manage the involvement of nonprofit and other voluntary organizations in disaster response and recovery. In its early years, NVOAD focused on building state VOADs, although as more states started VOADs over time, the National organization moved away from state chapter creation and more into a broader chapter development and capacity building role. As part of this role, NVOAD hosts an Annual VOAD Leadership Conference that brings together regional, state, and local members. During disasters, state and local VOADs do not themselves deliver response and recovery services. Instead, member organizations support the efforts of federal, state, and local agencies and governments by supporting and facilitating the delivery of disaster services by their members,

## Organizational Structure

Both NVOAD and its member state VOADs are 501(c)3s and have the same organizational structure. Each has a Board of Directors that consists of nine people, three per year elected at the annual meeting. Membership is open to national organizations that agree to mobilize regional and local affiliates, pay annual dues to NVOAD, and agree to attend annual conference. For those organizations with differing levels of commitment and operational capacity there are three tiers of membership, from full to associate status with similarly tiered dues.

At the state level, State VOADs become legal subsidiaries of NVOAD and provide membership lists to the national organization. Currently, every state and most U.S. Territories have a VOAD, while several states have more than one within their borders, for a total of 62 state-level VOADs. For example, California has separate VOADs for both Northern and Southern California, and Virginia has a separate VOAD for Northern Virginia and one for the rest of the state. While the state VOADs typically include the statewide affiliates of the national member organizations, they also frequently include those organizations unique to the state. Additionally, Local VOADs or "COADs" (Community Organizations Active in Disasters) are VOADs for sub-state regions that typically include local affiliates of statewide organizations, and also include organizations unique to the region. In terms of governance, VOAD coordinates with state Emergency Management and the Federal Emergency Management Agency, but no government entity provides oversight.

## VOAD in Action

There is a division of labor between the NVOAD and the state VOADs, with the state VOADs performing the direct disaster response, and NVOAD contributing more in building capacity for the state chapters. In terms of specific responsibilities, NVOAD performs the following:

- Holds an annual leadership development conference for members;
- Provides technical assistance for starting up new VOADS;
- Disseminates a Quarterly newsletter, entitled NVOAD News, sporadically available online at <http://www.nvoad.org/news.php>;
- Sends board members speak to state and local chapters.

The main activities of a state and local VOAD fall into the following four categories:

- **Planning.** VOADs should have a plan that identifies the primary resources of their member organizations and the roles members will fill in time of disaster. For example, "Group A will handle all clothing donations, Groups B-D will provide emergency food and shelter, Group E will supply volunteers for clean-up but cannot purchase any materials, and Group F will donate cash assistance." The plan should also specify the role of the VOAD in time of disaster.
- **Training.** VOADs may sponsor or facilitate the training of members and their organizations for effective activity in all phases of disaster response.
- **Convening.** When a disaster occurs in their area, VOADs usually convene their members to share information concerning the disaster and their plans for response. State and local VOADs should work together on larger disasters.
- **Partnering.** VOADs often enter partnerships with government emergency management agencies to facilitate communication and coordination.

## Operations

**Regular meetings** are central to the VOAD model. During the meetings, five core areas are covered:

- **Member Reports.** Each member organization reports briefly on its current work relating to disaster.
- **Agency Briefing.** State or local emergency management agencies often give a short briefing at each meeting. The briefing may cover new policies or programs or give updates on current policies.

- **Training.** Meetings can provide training and education, including presentations by management consultants and experts in volunteerism, human needs, meteorology, catastrophic events, or other pertinent areas.
- **Planning, problem-solving, or decision-making.** Pre-disaster preparation helps the group create and develop its vision for coordinated disaster responses.
- **Evaluation.** At the end of each meeting, participants are asked to fill out a simple evaluation sheet providing feedback on the meeting.

**Annual evaluations.** Each state VOAD should, if possible, establish yearly goals and objectives as a discipline to achieve measurable results.

**Staff.** Very few VOADS have full-time staff and most operations are implemented by the staff of member organizations..

**Coordination with FEMA's Voluntary Organization Liaison.** The State and Local VOADs work directly with the relevant state and Federal full time staffers tasked with coordination and collaboration with VOAD and non-member orgs in disaster recovery assistance.

**Long-Term Recovery Committee.** Following a disaster, the energy behind disaster response can dissipate quickly as the immediate urgency of the crisis fades, frequently leaving behind many unmet needs. NVOAD encourages state and local VOADs to create Long-Term Recovery Committees to address these unmet needs by bringing together some of the same partners involved in VOAD along with other, more recovery-oriented organizations like community development organizations or public health providers.

In spite of this framework, there is no central organizing protocol for action during disaster response and recovery. NVOAD recommends a protocol based on the Church World Service model, in which the VOADs, the Voluntary Liasons, the Red Cross, and the Interfaith coordinator establish a Recovery Coordination Committee (RCC). Included in Appendix 1, this protocol recommends that Interfaiths and RCCs should operate as separate organizations, but coordinate with one another—a division of labor necessitated by the different interventions, target populations, and funding regulations inherent to both groups. As a result, the interfaiths operate on a collaborative, yet separate, parallel track to the other organizations in the RCC.

#### VOAD in North Carolina

Since the mid-1990s, North Carolina has boasted an active and effective VOAD, success measured primarily by its increase in scale and cooperation. Initially defunct in 1994, the NCVOAD now has several hundred members, meets regularly, has a functioning treasury, and works closely with the State before, during, and after a disaster. This is a product of the high degree of centralization and integration in the state's emergency management system, which is itself a response to the high number of natural disasters that rocked the state in the past decade. As a result, nonprofit disaster response in the state is largely driven by the state-level NCVOAD, which has seats in the State's Emergency Operations Center (EOC) and on the State Emergency Response Team (SERT) and manages the response activities of its local members in the impacted areas. An outgrowth of this strength at the state-level, NCVOAD charges dues of \$100 to its members, funding which is used for list maintenance and the provision of technical assistance to its member organizations. Much of this technical assistance is provided through the quarterly meetings in the Emergency Operations Center, when members come together to receive briefings on disaster response programs, analyze past disaster responses in NC and other states, discuss future response plans, and receive other training assistance through the National VOAD network. A sign of its high level of activity, NCVOAD began exploring in July 2006 the possibility of holding state conferences for North Carolina VOAD members.

#### Interfaith Response

As described in the sample protocol above, the Interfaith response follows a parallel track to the nonprofit members of the Response Recovery Committee set up by VOAD and emergency management. In North Carolina, the lead interfaith agency is North Carolina Interfaith Disaster Response (NCIDR), which essentially coordinates the response of the state's faith community to natural disasters, with a special emphasis on long-term recovery. NCIDR serves as the vehicle by which congregations and faith-

based organizations participate in NCVOAD and the State's disaster response. Statewide denominational entities like the Methodist Conference and the Episcopal Diocese of NC are members of NCIDR, and during disaster preparedness and response, these networks coordinate with VOAD and mobilize their local congregations through NCIDR, which has members of VOAD.

Similar to NCVOAD, the organization has a seat on the SERT and in the EOC during disasters, and also plays active role in pre-disaster planning. In this capacity, the organization acts as a liaison between NCVOAD, state agencies and local interfaiths by receiving relevant disaster information from the state and distributing it on the local level. In the pre-event stage, NCIDR sponsors regular meetings that provide opportunities for training and for sharing information, ideas and resources. Training covers such topics as developing disaster response plans, setting up a disaster response organization, working with the Red Cross, and managing volunteer teams. For a full list of NCVOAD and NCIDR members, please see Appendix 2.

In order to fully understand and apply the VOAD model to economic disasters, it is useful to examine another VOAD in a different state and compare it to NC VOAD.

### VOAD in South Carolina

Like its northern neighbor, South Carolina has an operational VOAD similar in organizational structure and governance, but has some notable differences in operation. While both adhere to the National VOAD model, much the differences which have evolved over time are rooted in the states' different experience with disasters. North Carolina has had much more experience with natural disasters than South Carolina, and this has led to a greater degree of integration of the NC VOAD within the state's Emergency Management system than SC VOAD has within their state's disaster response apparatus. This translates into other organizational differences as well—NC has a Treasurer and charges dues, SC does not; NC has hosted after-action conferences, SC has not. However, SC has more COADs (local VOADs), than NC, likely because the SC disaster response strategy is so much more locally driven than in NC. The emphasis on locally driven VOADs also has implications for the long-term recovery, and may provide a natural framework for local Long-Term Response Committees.

Mike Patterson, President of SC VOAD believes this difference is driven by the fact that North Carolina's extensive history of damaging disasters (mostly hurricanes) has forced the state to develop comprehensive, integrated disaster response efforts, while absent a similarly extensive history, South Carolina has never needed to develop a response system as integrated and state-driven as the system in its northern neighbor.

### Toward a VOAD for Economic Disasters

Because of its ability to mobilize nonprofit and faith-based organizations for disaster response, VOAD provides an excellent model for nonprofit response to economic disasters. Developing an "economic VOAD," however, requires attention to the previously discussed differences between economic and natural disasters, especially the differences in the infrastructure for institutional response. In fact, the relatively underdevelopment institutional networking between public and nonprofit partners raises four implications for response and recovery using a VOAD-type mobilization of nonprofit groups.

First, the institutional gap creates an opening that an Economic VOAD could effectively fill, by ensuring a flexible, non-governmental network of responders that can connect dislocated workers to resources in ways absent in the current institutional arrangement.

Secondly, the undefined nature of the state's economic disaster response raises the challenge of "connection points" between an Economic VOAD and the relevant state entities. We must answer questions like:

- How would an Economic VOAD interface with the State absent a Rapid Response Team? Would coordination be handled through the Commission on Workforce Development staff, the "Workforce Alliance" (the new management team facilitated by the Governor's Office and composed of top leaders of the Commission on Workforce Development, Employment Security Commission, Community College System, and Dept. of Health and Human Services)?

- VOAD rests organizationally within the Human Services branch of the SERT, geographically located in the State Emergency Operations Center—this facilitates constant communication, coordination and, collaboration, with the Division of Emergency Management in a real-time setting. Given its different time horizon, how does an Economic VOAD stay apprised of operational developments and community impacts? Does it need to?
- Without some kind of funding, how can an Economic VOAD bring nonprofits to the table to provide services? With funding, would the partnership become more vulnerable to competition, turfism, etc.?

Thirdly, such a network could bridge the gap between the workforce system and dislocated workers through the outreach efforts of the VOAD members—a key implication for long-term recovery through workforce development. Finally, building such a network in such an undefined institutional environment and connecting it to the workforce system will require creating formalized relationships between the local Workforce Boards and local nonprofits.

## Challenges

An Economic VOAD would encounter several obstacles, including:

- Cultural lack of affinity and lack of relationships between the Boards and local nonprofits;
- Turf concerns between nonprofits and local boards;
- Expansion of existing cadre of service providers to include all of the Economic VOAD members for those boards already working with nonprofits.

## VII. Resources to Recover: A Model for Economic Disaster Response

Using VOAD as a model, the Rural Center envisions the NC Resources to Recover Partnership as a method of mobilizing nonprofit and faith-based organizations to connect dislocated workers with the resources they need for immediate relief and long-term recovery from economic disasters.

### Overview

At the statewide level, the NC Resources to Recover Partnership would be developed as an umbrella organization to serve as the central contact point for relevant agencies in State government, work with relevant statewide relief organizations, and provide training resources for local initiatives.

At the county level, Local Resources to Recover (R2R) Partnerships, similar to the ad-hoc committee formed prior to the Pillowtex response, will serve as the local coordinating body for the county's nonprofit organizations. The Local R2R will also serve as the liaising entity between the nonprofits, and respectively, the workforce development board and the county's department of social services.

In collaboration with relevant state agencies, Local R2Rs would conduct outreach to bring relevant, local organizations to the table, including the local chapters of statewide relief organizations mobilized by the NC R2R. Where feasible, the local member organizations will be connected to the CARE LINE through the local Department of Social Services (DSS) and SHARE Network through the local workforce development board.

Prior to an event, these organizations meet together quarterly with their workforce development board to discuss planning, develop knowledge, and pursue disaster response training. As asserted in the Gaining a Foothold recommendations, the workforce development director would play the lead role in economic disaster planning for his/her Local Area. In the R2R model, each of the 24 Local Area workforce boards would be responsible for liaising with the county Local R2Rs within their footprint and providing their member organizations with access to services they provide. Resources to Recover could be a network for workforce development directors to draw on in their economic disaster planning efforts, e.g., to ensure that all relevant nonprofit organizations are brought to the table and trained to partner with workforce agencies.

The NC R2R will prepare and disseminate two documents:

- The Dislocated Worker Training Manual for Nonprofits to prepare nonprofit organizations for the unique circumstances of dislocated workers, the specialized services they require, and background information on the workforce agencies;
- The Dislocated Worker Pocket Guide, which provides dislocated workers with a short and readable list of phone numbers of critical service delivery providers.

The Manual, the Pocket Guide, the CARE LINE, and the SHARE Network provide a “No-Wrong Doors approach” to serving dislocated workers. Once guided by the manual or by outreach, the dislocated worker can be brought into the workforce development system through the single-access point of a county’s JobLink.

For a detailed description of the specific roles and responsibilities for each partner, see the attached chart.

## Benefits

The model would benefit the state’s workforce system by providing a streamlined mechanism for the system to tap into nonprofit organizations for assistance in getting the word out about public services and providing supplemental nonprofit services. This will have the added benefit of reducing the time and energy needed to set up individual partnerships, allowing the system to access extensive nonprofit networks for outreach.

Nonprofits and faith-based organizations will benefit through an institutionalized relationship with the workforce system, new types of coordination within the nonprofit community, and significant time savings and cost efficiency in the referral process. Finally, this initiative builds the capacity of local workforce boards, nonprofit affiliates, and community and faith-based organizations to assist dislocated workers with or without the activation of the state’s Rapid Response Team.

Ultimately, a close, well-coordinated connection between public and nonprofit organizations would mean that dislocated workers:

- Know more about the public services that can help them, and how to access them;
- Have greater support to cope with their layoff, whether through workforce development, human services, housing, or health services;
- Have more personalized support, drawing on the flexible and compassionate services that nonprofit and faith-based organizations are able to offer;
- Have more hope for the future.

## Challenges

As with any program, Resources to Recover will face several challenges, including the following:

- Integrating R2R with the workforce system in a way that helps local workforce boards carry out their missions, meet their WIA compliance standards, while avoiding the addition of an additional layer between public and nonprofit entities.
- Bringing nonprofits to the table without generating turf concerns or creating the perception of the local workforce board as a funding source for nonprofits.
- Integrating R2R with the SHARE Network and CARE LINE. Since these two state entities are already focused on connecting with nonprofits and using their resources for service delivery, it is important to position R2R so that it takes advantage of their databases and case management infrastructure while complementing (or even serving as a primary tool for) these entities’ outreach functions to nonprofits.

## VIII. Implementation

As with every new program, there must be an implementation strategy of how to move from concept to reality. For start-up the Rural Center proposes the following:

- Continue to vet the Resources to Recover concept with the nonprofit community (starting with NCVOAD members) and key workforce development partners. As part of this process, identify key questions to take to a Resources to Recover advisory board. (Example: how will we define “economic disaster?”)
- Establish an advisory board with key stakeholders (including the president of NCVOAD, the leaders of primary state workforce agencies, local representatives, and others) to refine the idea and strategy to test the Resources to Recover concept.
- Hold an Action Summit with Advisory Board members that would produce an action plan geared towards answering the specific challenges of integration and implementation.
- Establish the North Carolina Resources to Recover Partnership and convene the initial meeting(s). Use the members of this group to help develop training and technical assistance materials for local Resources to Recover partnerships, in collaboration with the Workforce Development Training Center.
- With help from the NC Resources to Recover Partnership, hold a Resources to Recover Conference to explain and promote the concept to nonprofit and workforce partners, focusing primarily on local organizations. Encourage local communities to come in teams, with both workforce and nonprofit representatives. Ideally, this conference would generate enough interest in the idea that attendance by potential community teams would exceed the number of first-round pilots.
- Develop a pilot program that asks workforce development boards and nonprofit leaders to develop a joint grant application of how they will set up and sustain a Resources to Recover Partnership in their area. A simple application process could be designed beforehand to identify sites likely to succeed.
- Once the participants are selected, the Rural Center could pilot the project in five areas. Some preference will be given to areas experiencing or expected to experience “economic disasters,” some inside and others outside the SHARE footprint. However, at least as important would be a strong plan for action and collaboration. Applicant teams that do not receive funding will be offered technical assistance and training.
- In each of the pilots, identify and task one well-respected local entity (e.g., the United Way) to convene the first meeting(s) of new Resources to Recover partnerships. Division of Emergency Management staff recommend asking any Unmet Needs Committees in applicant counties (or emergency management directors or county managers) to help identify who in that community should convene initial meeting(s).
- The state R2R will conduct outreach to local nonprofits through existing networks like the NC Center for Nonprofits, Legal Aid, Duke Endowment, DSS, etc.
- In terms of resources, there will be need to be funding for the state coordinator salary/benefits and additional funding for organizational meetings and any deliverables the local entities want to create and use. This would meet needs for printing costs, locally-tailored versions of Pocket Guide, and others.

### Sustainability

In order to continue its work past the pilot stage, Resources to Recover must have some sort of sustainability plan that addresses long-term financial and organizational needs. First, Resources to Recover will likely need a long-term funding source different than the NCVOAD approach of using membership dues as a financing source. Additionally, R2R must address the issue of organization.

Should there be a permanent state-level entity? Would it live in the Department of Commerce, the NC Center for Nonprofits, NCVOAD, or another existing state organization? Would it become its own small nonprofit membership organization like NCVOAD? These are the types of critical questions that are discussed in the next section.

## **IX. Final Questions**

Here are some final questions on unresolved elements of this concept that will need additional consideration by the Rural Center and the Advisory Board.

- Should this model also target any economic transition, positive or negative, as the Dislocated Worker Taskforce has recommended for its economic disaster work?
- What level of layoff constitutes an economic disaster? Should it be a quantitative trigger and/or an “administrative trigger” (i.e., the local workforce development board or Department of Commerce declares it an economic disaster)?
- How should R2R integrate into the SHARE Network?
- What relationship should Resources to Recover have with VOAD and the Division of Emergency Management? Might the R2R model be broadened in a phase II to: 1) play a role in economic disasters resulting from natural disasters, or 2) include a volunteer or donations management component?
- How should R2R tie into the CARELine, its database, and DHHS’ role in natural disasters?
- How can it feed into or borrow from Connecticut’s “resource maps?”
- How should R2R be tied to the proposed new roles of local workforce development directors in economic disaster planning?
- How can the concept be presented so that the concept is clear and is viewed as very beneficial to the broad array of nonprofit organizations and the workforce development community?

## Resources to Recover In Economic Disasters – Roles and Responsibilities

Entity	Pre-Disaster	Post-Disaster
<p><b>NC R2R Partnership (State Level)</b></p> <p>Members: statewide nonprofit organizations; nonprofit networks with local affiliates; faith networks</p>	<ul style="list-style-type: none"> <li>• Holds annual meeting with statewide networks/non-profits.</li> <li>• Facilitates annual training/technical assistance for non-profit and faith-based organizations in helping dislocated workers.</li> <li>• Facilitates annual “Conditions Briefing” to explore risks to the economy and the need for early planning.</li> <li>• Disseminates training manual to local workforce boards.</li> <li>• NC R2R serves on Workforce Commission or as resource.</li> </ul>	<ul style="list-style-type: none"> <li>• Helps facilitates Local R2R meetings for nonprofit/voluntary organizations.</li> <li>• Facilitates State Response Meeting with state networks.</li> <li>• Mobilizes state networks.</li> <li>• Representative of NC R2R participates as a member or resource person of state response efforts (Economic Transition Response Team), if activated.</li> </ul>
<p><b>Local R2R Partnership</b></p> <p>Members: Nonprofit organizations/voluntary organizations that want to help dislocated workers – can be grassroots or part of larger network</p>	<ul style="list-style-type: none"> <li>• The Local R2R meets quarterly for training and Conditions Briefings provided by Workforce Area staff and NC R2R.</li> <li>• The Local R2R will have a Local Community Coordinator and one or more Local Interfaith Coordinators.</li> <li>• Liases between these organizations and the state R2R and local workforce board.</li> <li>• Invites local organizations to participate in the R2R.</li> </ul>	<ul style="list-style-type: none"> <li>• Briefed by workforce development director on needs/issues.</li> <li>• Receives last-minute technical assistance from workforce director and state R2R.</li> <li>• Designs and implements nonprofit service delivery plans that complement workforce plans.</li> <li>• Organizes dissemination of Pocket and Resource Guides.</li> <li>• Liases between these organizations and the state R2R, the local workforce boards, and local affiliates of state interfaith networks.</li> </ul>
<p><b>Local Workforce Board</b></p> <p>Led by the workforce development director, drawing on full board where needed.</p>	<ul style="list-style-type: none"> <li>• Keeps track of voluntary organizations through SHARE Network and CARELine.</li> <li>• Disseminates Dislocated Worker Training Manuals.</li> <li>• Hosts annual training/technical assistance for local R2R members on the workforce system and how to help dislocated workers in coordination with workforce development services.</li> <li>• Hosts Conditions Briefing, possibly in partnership with local economic development organization and/or ESC.</li> </ul>	<ul style="list-style-type: none"> <li>• Hosts R2R meeting.</li> <li>• Briefs R2R on nature and impact of disaster and needs from the workforce development perspective.</li> <li>• Keeps in contact with local R2R throughout the disaster about needs, feedback on nonprofit services, etc.</li> </ul>

## Creation and Guidance of Resources to Recover – Roles and Responsibilities

Entity	Responsibility
<b>Rural Center</b>	<ul style="list-style-type: none"> <li>• Sponsors exploratory NC R2R meetings and establishes initial NC R2R partnership and advisory committee.</li> <li>• Coordinates creation of nonprofit training manual and pocket guide, in close partnership with the Commission on Workforce Development, Workforce Development Training Center, the full R2R Advisory Committee, and public and nonprofit service provider representatives.</li> <li>• May assist if requested by local or state level R2R.</li> </ul>

<b>Resources to Recover Advisory Committee</b>	Composed of nonprofit/faith-based and public workforce development leaders, this group will play an active role in the development of the NC R2R concept and provide ongoing feedback to ensure that the Resources to Recover model addresses the needs of public workforce development agencies. Representation will include, among others, key leaders of the Dislocated Worker Advisory Committee, the Commission on Workforce Development's Dislocated Worker Taskforce (committee on economic disasters) and NCVOAD.
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## Appendix 1

## Appendix 1

### Church World Service Sample Disaster Response Protocol

<http://www.nvoad.org/articles/recovery.php#protocols>

- Church World Service (CWS) recommends that Interfaiths and Recovery Coordination Committees (RCC) should operate as separate organizations, but coordinate with one another—a division of labor necessitated by the different interventions, target populations, and funding regulations inherent to both groups.
- As a result, the interfaiths operate on a collaborative, yet separate, parallel track to the other organizations in the RCC.
- Field Activity
  1. Within 24 of the disaster, the national branch of CWS designates one or more coordinators for the interfaith effort; the relevant state or local VOAD director assumes the role of lead facilitator for the RCC.
  2. The relevant Voluntary Organization liason (VOLAG) from the governmental emergency management agency holds an initial post-disaster meeting with the Interfaiths and RCC. This meeting is used to brief members, and to assess and pinpoint needs. The RCC and Interfaiths mobilize their members to provide services according to the needs outlined by the VOLAGs.
  3. Within 48 hours, VOLAGs meet with Interfaith coordinator and RCC to determine times and places of public, stakeholder meetings.
  4. Interfaith coordinator consults with members of interfaith network to determine whether or not to initiate a coordinated interfaith response, whether or not to coordinate with the RCC, and to develop an integrated response strategy if deemed appropriate.
  5. Simultaneously, VOAD conducts outreach to its members.
  6. Interfaith Coordinator is tasked with consulting with member orgs to set up meeting.
  7. Non-religious orgs hold similar meetings on parallel track.
  8. RCC meets again, shares updates and develops strategies
  9. Regular weekly meetings as scheduled by the VOLAG from this point forward.
  10. Interfaith Coordinator (IC) supports RCC with sharing religious contacts, encouraging religious leaders to participate, and linking RCCs to religious resources.
  11. IC also links religious orgs to RCC resources, including funding and operations training.

## Appendix 2

## Appendix 2

### VOAD Membership

<p style="text-align: center;">RESOURCE LIST - NORTH CAROLINA Voluntary Organizations Active in Disaster NCVOAD Revised 01-28-06</p>				
AGENCY	CONTACT	PHONE NUMBERS	SERVICE AREA	COMMENTS
<b>American Red Cross</b>	NCVOAD representative			Trained Red Cross interviewers meet one-on-one with the individuals and families to determine their disaster-caused needs and how the Red Cross can help. The Red Cross also lets people know about other available community or government resources and helps those needing long-term recovery assistance when other resources are not available or are inadequate.
<b>American Disaster Reserve</b>	<p><b>CD3 Norman Whitney</b> National Vice-Commander 705 Trails End Dr. Graham, NC 27253 Alternate Contact</p> <p><b>Col Jack Barron</b> Commander Div III</p>	<p>336-226-6212 Home (24 Hr Emerg) 336-228-1944 FAX 336-214-2612 cell <a href="mailto:whitney1@netpath.net">whitney1@netpath.net</a></p> <p>910-690-8673 cell <a href="mailto:jjlbarron@earthlink.com">jjlbarron@earthlink.com</a></p>		The ADR serves the disaster management capabilities of state and local jurisdictions and voluntary agencies by providing trained teams to assist government agencies and others in staffing emergency operation centers and the performance of disaster management functions by applying internet technologies through the Virtual Emergency Operations Center

RESOURCE LIST - NORTH CAROLINA Voluntary

Organizations Active in Disaster

NCVOAD

Revised 01-28-06

AGENCY	CONTACT	PHONE NUMBERS	SERVICE AREA	COMMENTS
<b>America's Second Harvest (Food Banks)</b>	<b>Nan Griswold</b> Executive Director Second Harvest of Winston Salem 3655 Reed Street Winston Salem, NC 27107	336-784-5770 336-784-7369 Fax <a href="mailto:nhgriswold@secondharvest.org">nhgriswold@secondharvest.org</a>	All declared counties	Develops, certifies and supports local food banks.
	<b>Ken McQueen</b> Second Harvest of Metrolina 500-B Spratt Street Charlotte, N.C. 28206	704-376-1785 704-342-1601 704-844-6510		
	<b>Chuck Harmon</b> Second Harvest of Winston- Salem 7655 Reed Street Winston Salem, NC 27107	336-784-5770 336-784-7369 Fax		
	<b>Rudi Sommer</b> 627 Swansboro River Road Asheville, NC 28805	828-299-3664 828-299-3664 Fax <a href="mailto:rtsommer@secondharvest.org">rtsommer@secondharvest.org</a>		
	<b>David Brown</b> 500-B S. Pratt St. Charlotte, NC 28206	704-375-9639 Ext. 26 704-342-1601 Fax <a href="mailto:dlbrown@secondharvest.org">dlbrown@secondharvest.org</a>		
<b>Area Agencies on Aging</b>	<b>Albemarle Commission Melissa Colombo, Director</b> PO Box 646 Hertford, NC 27 944	252-426-5753, extension 224	Camden, Chowan, Currituck, Dare, Gates, Hyde, Pasquotank, Perquimans, Tyrrell, Washington	

RESOURCE LIST - NORTH CAROLINA Voluntary

Organizations Active in Disaster

NCVOAD

Revised 01-28-06

AGENCY	CONTACT	PHONE NUMBERS	SERVICE AREA	COMMENTS
<b>Billy Graham Training Center</b>	<b>Jane B. Milam</b> 1 Porter Cove Asheville, NC	828-298-2092 <a href="mailto:jmilam@thebgtc.org">jmilam@thebgtc.org</a>		
	<b>Eva Greene</b> 1 Porter Cove Asheville, NC 28801	828-298-2092 <a href="mailto:egreene@bgea.org">egreene@bgea.org</a>		
	<b>Douglas P. Van Wirt</b> P.O. Box 19223 Asheville, NC 28801	828-298-2092 <a href="mailto:dvanwirt@thebgtc.org">dvanwirt@thebgtc.org</a>		
	<b>Reverend Ed Graham</b> P.O. Box 19223 Asheville, NC 28815	828-298-2092 <a href="mailto:egramham@thebgtc.org">egramham@thebgtc.org</a>		
	<b>Jane Derrick</b> P.O. Box 19223 Asheville, NC 28815	828-298-2092 <a href="mailto:jderrick@thebgtc.org">jderrick@thebgtc.org</a>		
	<b>Sharon Meeks</b> P.O. Box 19223 Asheville, NC 28815	828-298-2092 <a href="mailto:smeeks@thebgtc.org">smeeks@thebgtc.org</a>		
	<b>Norman Sanders</b> P.O. Box 19223 Asheville, NC 28815	828-298-2092 <a href="mailto:nsanders@thebgtc.org">nsanders@thebgtc.org</a>		
	<b>John Cress</b> P.O. Box 19223 Asheville, NC 28815	828-298-2092 <a href="mailto:jcress@thebgtc.org">jcress@thebgtc.org</a>		
<b>Carolinas Church World Service</b>	<b>Joseph Moran</b> 1006 Lamond Ave Durham, NC	919-688-3843 919-688-2239 Fax 888-297-2767 (toll free) <a href="mailto:jmoran@churchworldservice.org">jmoran@churchworldservice.org</a>	Serving North Carolina and South Carolina	Collect and distribute health kits and clean-up kits. Organize CROPWALKS to raise money for food banks.

RESOURCE LIST - NORTH CAROLINA Voluntary

Organizations Active in Disaster

NCVOAD

Revised 01-28-06

AGENCY	CONTACT	PHONE NUMBERS	SERVICE AREA	COMMENTS
<b>Catholic Charities Catholic Social Ministries</b>	<b>Kathleen Walsh</b> ACWS-Diocesan Director Administrative Offices 715 Nazareth Raleigh, NC 27606	919-821-9752 919-821-9705 FAX <a href="mailto:walsh@raldioc.org">walsh@raldioc.org</a>	All declared counties	Temp housing assistance for low income families; counseling programs for children and elderly; special counseling services for disaster workers
<b>Christian Reformed World Relief Committee</b>	<b>Art Jackson</b> 995 Providence Road Whitinsville, MA 01588	508-234-4241 508-873-6812 Cell <a href="mailto:arthurrjackson@aol.com">arthurrjackson@aol.com</a>	All declared counties	Cleanup and childcare; advocacy services; housing repair and construction; needs assessment
<b>Church of the Brethren</b>	<b>Roy Winter</b> PO Box 188 New Windsor, MD 21776-0188	<b>800-451-4407</b> <b>410-635-8739 FAX</b>		
<b>Church World Services</b>	<b>Charlie Moeller</b> 143 Oakdale Drive Morganton, NC 28655	828-433-8142 Home 828-439-1914 Cell 828-433-9883 FAX <a href="mailto:cfmlldr@vistatech.net">cfmlldr@vistatech.net</a>	All declared counties	Convene local churches and religious organizations to form interfaith organization
<b>FEMA / Voluntary Agency Liaison</b>	<b>Ken Skalitzky</b>	<a href="mailto:ken.skalitzky@dhs.gov">ken.skalitzky@dhs.gov</a>		Act as liaison between local community groups and coordinate these groups to create an interfaith organization for long-term recovery
<b>Friends Disaster Services</b>	<b>Gwen Taylor, Business Mgr.</b> 5506 W. Friendly Ave Greensboro, NC 27410	800-371-8896	Wayne, Johnston, Duplin, Wake, Harnett, Sampson	Volunteers will be involved in rebuilding, long term committees, and groups of volunteers that go through out the US and Mexico for rebuilding. Capacity to build a new 3 BR house in one week on pre-constructed foundation from their blueprint with some individual changes and modifications.

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AGENCY	CONTACT	PHONE NUMBERS	SERVICE AREA	COMMENTS
<b>Lutheran Disaster Response and Lutheran Family Services</b>	<b>Ron Rau</b> PO Box 12287 112 Cox Ave.  Raleigh, NC 27605	800-435-7464 extension 333 <a href="mailto:ronrau@lfscarolinas.org">ronrau@lfscarolinas.org</a>		Participate in and help coordinate an interfaith group for long-term recovery. Mobilize volunteers for cleanup immediately following a disaster. Cleanup teams, counseling services, reconstruction teams, volunteer coordination, personal care unit (shower trailer).
	<b>George Strunk</b> Lutheran Disaster Coordinator PO Box 10636 Goldsboro, NC 27532	919-920-3479 <a href="mailto:george.strunk@lfscarolinas.org">george.strunk@lfscarolinas.org</a>		
<b>Lutheran Response Men in Mission</b>	<b>Charlie Moeller</b> 143 Oakdale Drive Morganton, NC 28655	828-433-8142 Home 828-439-1914 Cell 828-433-9883 FAX <a href="mailto:ldrcfm@vistatech.net">ldrcfm@vistatech.net</a>		Clean up teams. Contact local Lutheran Church or nearest FEMA Disaster Recovery Center. Currently using Methodist Warehouse for building supplies. Tool and equipment trunk and trailer
<b>Mennonite Disaster Services</b>	<b>Wellington Moyer</b> 6220 Greedy Highway	828-324-7652 <a href="mailto:wemoyer8@twave.net">wemoyer8@twave.net</a>		Clean-up, Long-term rebuilding and repair based on volunteer availability
	<b>Durrell Detwerter</b> Assistant Chair of NC unit	704-462-2307 Home <a href="mailto:Durrelld@aol.com">Durrelld@aol.com</a>		
<b>Mennonite Disaster Services</b>	<b>Phil Troyer</b> 43 Bonn E Lane Fairview, NC 28730	828-628-3767 <a href="mailto:phil-bonniet@charter.net">phil-bonniet@charter.net</a>		Clean-up, Long-term rebuilding and repair based on volunteer availability

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<b>NC Baptist Men</b>	<b>Dale Duncan</b> <b>84 Harris Heights Rd</b> <b>Spruce Pine, NC 28777</b>	919-291-7573 <a href="mailto:daleduncan@main.nc.us">daleduncan@main.nc.us</a>		
	<b>Richard Brunson</b> <b>State Disaster Relief Director</b> Baptist State Convention Bldg PO Box 1107 205 Convention Drive Cary, NC 27511	1-800-395-5102 ext 325 (NC only) 919-467-5100 ext 325 (outside NC) 919-460-6329 Fax <a href="mailto:rbrunson@bscnc.org">rbrunson@bscnc.org</a> <a href="http://www.ncmissions.org">www.ncmissions.org</a>		
	<b>Gaylon Moss</b> <b>Disaster Relief Coordinator.</b> Baptist State Convention Bldg. PO Box 1107 205 Convention Drive Cary, NC 27511	1-800-395-5102 ext 33 (NC only) 919-467-5100 ext 333 (outside NC) 919-460-6329 FAX <a href="mailto:gmoss@bscnc.org">gmoss@bscnc.org</a>		Building supply warehouses in Tarboro and Wallace
	<b>Tom Beam</b> Baptist State Convention Bldg PO Box 1107 205 Convention Drive Cary, NC 27511	1-800-395-5102 ext 332 (NC only) 919-467-5100 ext 332 (outside NC) 919-460-6329 Fax 919-291-3658 Cell <a href="mailto:Tbeam@bscnc.org">Tbeam@bscnc.org</a> <a href="http://www.ncmissions.org">www.ncmissions.org</a>		
	<b>Jim Parrish</b> Baptist State Convention Bldg PO Box 1107 205 Convention Dr Cary, NC 27511	800-395-5102 253-370-2567 Cell <a href="mailto:Parrishx2@msn.com">Parrishx2@msn.com</a>		
	<b>Gene Middleton</b>	704-560-1978		

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AGENCY	CONTACT	PHONE NUMBERS	SERVICE AREA	COMMENTS
<b>NC Emergency Management</b>	<b>Emily Young</b> 4713 Mail Svc. Center Raleigh, NC 27699	919-715-0525 919-368-2324 <a href="mailto:eyoung@ncem.org">eyoung@ncem.org</a>		
	<b>Warren Moore</b> 4713 Mail Svc. Center Raleigh, NC 27699	919-733-3817 919-218-6803 <a href="mailto:wmoore@ncem.org">wmoore@ncem.org</a>		
<b>NC Governor's Office                      Commission on Volunteerism &amp; Community Service</b>	<b>Faye Stone</b> Deputy Executive Director 0312 Mail Service Center Raleigh, NC 27699	919-510-0713 Home 919-715-8676 Office 919-715-8677 FAX 919-565-3316 Pager <a href="mailto:faye.stone@ncmail.net">faye.stone@ncmail.net</a>	All Declared Counties	
<b>NC Government</b>	<b>David Teage</b>	<a href="mailto:dteague@gov.co.haywood.nc.us">dteague@gov.co.haywood.nc.us</a>		
<b>NC Department of Public Health</b>	<b>Steve Cline</b> Occupational Environmental Epidemiology Branch 2728 Capital Blvd Raleigh, NC 27604	919-715-6733		
<b>NC Division of Emergency Mgmt                      Unmet Needs Section</b>	<b>Emily Young</b> 116 Jones Street Raleigh, NC 27604	919-715-2765 <a href="mailto:eyoung@ncem.org">eyoung@ncem.org</a>	All Declared Counties	

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<b>NC Interfaith Disaster Response</b>	<b>Mike Patterson</b> P.O. Box 241808 Charlotte, NC 28224	704-972-3498 (office) 704.363.3767 (cell) <a href="mailto:mike.patterson@uss.salvationarmy.org">mike.patterson@uss.salvationarmy.org</a>		
	<b>Charlie Moeller</b> 143 Oakdale Dr Morganton, NC	828-433-8142 Home 828-439-1914 Cell 828-433-9883 Fax <a href="mailto:cfmlldr@vistatech.net">cfmlldr@vistatech.net</a>		
<b>NC VOAD</b>	<b>Charlie Moeller, President</b> 143 Oakdale Dr Morganton, NC	828-433-8142 Home 828-439-1914 Cell 828-433-9883 Fax <a href="mailto:cfmlldr@vistatech.net">cfmlldr@vistatech.net</a>	All declared counties	
	<b>Bev Cooper, Secretary</b> 1128 Westridge Road Greensboro, NC 27410	336-854-0408 (home) 336-312-0313 (cell) <a href="mailto:bev.cooper@att.net">bev.cooper@att.net</a>		