

GulfGov Reports:

Response, Recovery, and the Role of the Nonprofit Community in the Two Years Since Katrina and Rita



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Table of Contents

Executive Summary	v
Introduction.	1
Part I: Recovery Overview.	5
New Orleans, Louisiana	5
St. Bernard Parish, Louisiana.	7
Cameron Parish, Louisiana	7
Mississippi Gulf Coast	8
Mobile/Bayou La Batre, Alabama	9
Part II: The Nonprofit Sector	11
Organizational Landscape	12
Affiliates of National Nonprofits	12
Faith-Based Organizations	12
Community-Based Organizations.	13
Coordinating Organizations.	13
Activist Organizations	14
Foundations	14
Louisiana	15
The Louisiana Disaster Recovery Foundation	15
The Louisiana Family Recovery Corps.	16
The Louisiana Recovery Authority Support Foundation	17
The Louisiana Association of United Ways (LAUW)	17
Mississippi.	17
The Office of Recovery and Renewal.	17
Mississippi Hurricane Recovery Fund	18
The American Red Cross	18
Habitat for Humanity	18
Lutheran Episcopal Services	19
Adapting Missions to Meet Recovery Needs	19
Planning for Disasters	20
Organizing Volunteers	21
Conclusion.	23

Appendix 25
 Alabama 25
 Bayou La Batre. 25
 Louisiana 26
 Cameron Parish and Lake Charles 26
 East Baton Rouge Parish 27
 New Orleans 28
 St. Bernard Parish 33
 Mississippi. 34
 Gulf Coast 34
 Hattiesburg 35
Advisory Committee 37
Methodology. 38
Research Staff. 39

Executive Summary

One of the defining characteristics of the disaster created by hurricanes Katrina and Rita has been the unprecedented response of the nonprofit sector. From the very first hours after Hurricane Katrina left the Gulf Coast in pieces from New Orleans to Mobile through Hurricane Rita's devastation of Cameron Parish, members of the nonprofit community have been present. At first, their goal was simply to provide relief to people whose lives were turned upside down by the storms. Some three to four months after the storms, that focus shifted to a long-term recovery effort. Now, more than two years later, the recovery work is ongoing, and predictions are that it will continue another five to seven years.

A little more than a year ago, *GulfGov Reports* released the first in a series of studies examining the impact of hurricanes Katrina and Rita across 22 communities in Louisiana, Mississippi, and Alabama. *GulfGov Reports: One Year Later* focused on the economics of hurricanes, the planning and rebuilding process, the housing and labor shortages, the role of nonprofit organizations, and the state of the states. In April 2007, the second summary report in the series, *GulfGov Reports: A Year and a Half after Katrina and Rita, an Uneven Recovery*, was issued. This report focused on local governments in the hurricane-affected areas and whether they were helping or hindering the recovery process. In addition to the two summary reports, two special topics studies on the effects of the hurricanes have been completed: *GulfGov Reports: Education* and *GulfGov Reports: Spending Federal Disaster Aid*.

In this latest installment, *GulfGov Reports: Response, Recovery, and the Role of the Nonprofit Community in the Two Years Since Katrina and Ritas*, the project examines the role of the nonprofit sector in the recovery, what impact the storms have had on the work of these organizations, and what changes they have made to handle the next disaster that strikes. The report is divided into four parts — an Introduction, Part I, Part II, and an Appendix. Part I presents a brief overview of where several of the hardest hit communities are in the recovery process. Specifically, it focuses on New Orleans, St. Bernard Parish, and Cameron Parish in Louisiana, the Mississippi Gulf Coast, and Mobile/Bayou La Batre in Alabama. Part II describes the broad issues that emerged from the study and how the nonprofit community addressed each of them. Finally, an Appendix summarizes the field research data and details the work of several nonprofit, community-based, and faith-based organizations in Louisiana, Mississippi, and Alabama.

In sharp contrast to the criticism that seems to accompany the government's efforts in the recovery, the consensus among local officials, residents, and outside observers is that the nonprofit sector, which encompasses nonprofit, community-based, and faith-based organizations as well as individual volunteers, has responded to the rebuilding challenge beyond all expectation. All across Louisiana, Mississippi, and Alabama, these individuals and groups are pushing the recovery forward one piece at a time. The Corporation for National and Community Service reported in August that in the two years since the storms, more than 1.1 million people have put in 14 million volunteer hours helping the affected areas recover. That translates to an estimated \$263 million in services, according to the group. Further, the national Foundation Center reported that institutional donors — corporations, foundations, and business and professional groups — had contributed more than \$1 billion in money and in-kind services between August 2005 and June 2007.

to aid in the recovery. The institutional donations made up almost a quarter of the roughly \$4.25 billion that was donated to nonprofit organizations in the wake of the storms.

In New Orleans, St. Bernard Parish, Cameron Parish, the Mississippi Gulf Coast, and Bayou La Batre, Alabama, much of the recovery work that has taken place has been a result of the efforts of local and national nonprofit organizations. Volunteers with these groups have cleared debris; gutted homes; repaired roofs; rebuilt homes; provided food, clothing, and financial aid; restored churches, built playgrounds; and offered counseling. And still the need exists.

To place the work of the nonprofit community and the ongoing need into context, consider that more than two years after the hurricanes, the overall recovery remains uneven.

From an economic standpoint, there is measurable progress in most of the communities in this study. Tax revenues are up (although the post-hurricane spike appears to be leveling off), and numerous commercial building projects are underway. Most of the debris has been cleared away, and more and more residents are starting to repair or rebuild their homes. In contrast, New Orleans and St. Bernard Parish in Louisiana, and Waveland and Bay St. Louis in Mississippi have had tremendous difficulty in gaining momentum for their recovery efforts. Badly damaged business infrastructures are hindering St. Bernard Parish, Waveland, and Bay St. Louis. In New Orleans, the absence of strong leadership, the length of time it took to adopt a formal rebuilding plan, and the slow pace of the state's homeowner assistance program have hindered recovery efforts.

From a human standpoint, the recovery is dragging in those areas that suffered some of the worst damage — New Orleans and St. Bernard Parish in Louisiana, the Mississippi Gulf Coast, and Bayou La Batre in Alabama. Housing continues to be an almost insurmountable barrier, as thousands of residents in Louisiana, Mississippi, and Alabama remain in FEMA trailers, and thousands more remain displaced around the country. The lack of adequate and affordable housing, in turn, means that labor shortages are an ongoing problem.

The primary reason for all of this is money. Simply put, the flow of money designed to help residents and local governments rebuild their cities, homes, and neighborhoods has been bottlenecked at all levels — federal, state, and local. While some of the federal rebuilding money has filtered down to the local level, more remains entangled in the bureaucratic process. Further compounding the problem is the onset of Katrina fatigue. As time passes, more and more people are beginning to question just how long the federal government should provide aid and how much that aid should be.

Despite all of this, the volunteers continue to come, and the nonprofit organizations continue to provide services to the affected communities. But those services require money and the money is running out. Without new sources of funding, representatives of several nonprofit organizations said they anticipate having to cut services. As a result, one of the potential benefits of having volunteers continue to come to the area is that when they return home, they can spread the word about how much work remains. That, in turn, could counter some of the Katrina fatigue effects and encourage more donations.

This study finds that nonprofit, community-based, and faith-based organizations remain more important than ever in the recovery efforts. However, because of the complexity of the nonprofit community, this report does not provide an exhaustive look at these groups. Other research has attempted to quantify the work of the organized nonprofit community, but that does not capture the efforts of ordinary individuals, local business owners, or the many ad hoc groups that have never gained attention. Still, by examining the nonprofit groups cited in this report, one gets a picture of the variety of these organizations and the different strengths they bring to the recovery. In addition, some common issues and concerns emerged from the research for this report:

1. The wide-ranging impact of hurricanes Katrina and Rita required the nonprofit sector to be adaptable to rapidly changing circumstances. It was not so much the missions of these groups that had to be altered. Rather, it was the scope of the work that changed as the demand and the need for services exploded.
2. The critical need for a disaster response and recovery plan was reinforced. Many nonprofit organizations did not have such a plan before Katrina and Rita. Now they do. Other groups that had plans found they had to revise them.
3. Funding sustainability is a serious problem. More than two years after hurricanes Katrina and Rita, many groups are running out of the money they need to keep providing elevated levels of service.
4. The role and coordination of volunteers are major concerns for state and local governments. Everything from work assignments to housing, food, and transportation must be coordinated so that volunteers can be sent where they are most needed. That encompasses both the response and recovery phases of disasters.

The report discusses how nonprofit groups addressed each of these issues and what that will mean for the next disaster. It also raises broader federalism questions about the relationships between state and local governments, the nonprofit sector, and the federal government that *GulfGov Reports* will examine as the recovery moves into its third year.

Nonprofit, community-based, and faith-based organizations are well-suited to help out in disaster response and recovery. They are flexible, they can adapt their missions, they can marshal resources, and they can get around stultifying paperwork. But even the most efficient, well-run, well-funded nonprofit group has a limited reach. For all of the work that the nonprofit sector has done and continues to do in the hurricane recovery effort, it is still more akin to a drop in the bucket rather than a giant wave.

The scale of the devastation is so vast in Louisiana and across the Mississippi Gulf Coast that only the government has the capacity to handle significant rebuilding. The nonprofit sector was not meant to replace government as the primary agent of recovery — although the research indicates it seems to have taken the lead in areas like St. Bernard Parish and New Orleans, where the local governments are struggling. Rather it was to buttress the governmental response, to fill in the gaps left by government. For the recovery to proceed

in a timely and substantial way, government must take the lead while the nonprofit, community-based, and faith-based organizations play a strong supporting role with their focus on the human element of the disaster.

GulfGov Reports: Response, Recovery, and the Role of the Nonprofit Community in the Two Years Since Katrina and Rita

INTRODUCTION

More than two years after hurricanes Katrina and Rita devastated an area of the Gulf Coast stretching from Cameron Parish, Louisiana, to Mobile, Alabama, the recovery is proceeding along two distinct tracks.

From an economic standpoint, most of the areas in this study are making measurable progress. Tax revenues are up in most communities (although the post-hurricane spike appears to be leveling off), and numerous commercial building projects are underway. Most of the debris has been cleared away, and more and more residents are starting to repair or rebuild their homes. The casinos have returned in force to the Mississippi Gulf Coast, Mobile has become a hotspot for economic development, and Cameron Parish is making slow but steady progress with a well-defined rebuilding plan. St. Tammany Parish, Louisiana, and Hattiesburg, Mississippi, are experiencing rapid population and business growth, and Lake Charles, Louisiana, is working on the rebirth of its downtown, thanks in large part to an improvement tax approved by voters.

The notable exceptions in this economic picture are New Orleans, where the recovery is fragile and progress is halting; and St. Bernard Parish, Waveland, and Bay St. Louis, Mississippi, and Bayou La Batre, Alabama, whose business infrastructures were severely damaged by Katrina.

From a human standpoint, the recovery has been slowest in those areas that suffered some of the worst damage — New Orleans and St. Bernard Parish in Louisiana, the Mississippi Gulf Coast, and Bayou La Batre in Alabama. Housing continues to be an almost insurmountable barrier, as thousands of residents in Louisiana, Mississippi, and Alabama remain in FEMA trailers, and thousands more remain displaced around the country. The lack of adequate and affordable housing, in turn, means that labor shortages are an ongoing problem. The situation has been exacerbated by the slow pace at which federal relief monies are being disbursed. The anger and frustration among residents and state and local officials are palpable, and accusations of inequitable treatment at all levels abound.

The primary reason for all of this is money. Simply put, the flow of money designed to help residents and local governments rebuild their cities, homes, and neighborhoods has been bottlenecked at all levels — federal, state, and local. While some of the federal rebuilding money has filtered down to the local level, more remains caught in the bureaucratic process. Although the U.S. Congress has appropriated roughly \$116 billion for the Gulf Coast region, several studies have pointed out that most of that money (roughly two-thirds) went to immediate disaster-relief efforts, leaving approximately \$35 billion to \$40 billion for recovery work across the five states (Texas, Louisiana, Mississippi, Alabama, and Florida) affected by hurricanes Katrina, Rita, and Wilma. The money allocated by Congress also includes rebuilding funds for nonprofit organizations through the FEMA Public Assistance (PA) program. Since the storms, FEMA has

approved close to \$1 billion in PA money to help private nonprofit groups rebuild in Louisiana and Mississippi. In Louisiana, the agency has approved \$597 million in reimbursements and paid \$353 million. In Mississippi, the federal agency has approved \$406 million in PA reimbursements and paid \$277 million.

Further compounding the frustration over the money is the realization among residents in Louisiana, Mississippi, and Alabama that Katrina fatigue has taken hold across the nation. As time passes, more and more people are beginning to question just how long the federal government should provide aid and how much that aid should be.

In contrast, one aspect of the rebuilding effort that most state and local officials, residents, and outside observers agree has been successful beyond all expectations has been the work of individuals and nonprofit, community-based, and faith-based organizations in the recovery. All across Louisiana, Mississippi, and Alabama, these individuals and groups are pushing the recovery forward one piece at a time. The Corporation for National and Community Service reported in August that in the two years since the storms, more than 1.1 million people have put in 14 million volunteer hours helping the affected areas recover. That translates to an estimated \$263 million in services, the group said. Further, the national Foundation Center reported that institutional donors — corporations, foundations, and business and professional groups — had contributed more than \$1 billion in money and in-kind services between August 2005 and June 2007 to aid in the recovery. The institutional donations made up almost a quarter of the roughly \$4.25 billion that was donated to nonprofit organizations in the wake of the storms.

Despite concerns about Katrina fatigue, nonprofit organizations from around the country continue to send people to the region to help in the rebuilding work, and individual volunteers continue to come — although at a slower pace than in the months after the storms. The bigger concern for many organizations operating in the affected areas is maintaining the funding needed to keep providing services. Representatives of these groups say they expect the need for their services to remain at an elevated level for five to seven years. At the same time, much of the funding that has helped them meet the demand is going away. Without new sources of money, many of them anticipate having to cut services.

In this fifth installment of *GulfGov Reports: Study of the Recovery, Role, and Capacity of States and Localities Damaged by the 2005 Hurricanes*, the project focuses on the role of the nonprofit sector in the recovery, what impact the storms have had on the mission and scope of these organizations, and what changes they have made to handle the next disaster that strikes. As noted previously, the work of the nonprofit community has been one of the most successful aspects of the recovery. Given that, this project was designed to look more closely at how these organizations fit into overall disaster recovery efforts in several communities affected by the hurricanes.

This is particularly important in light of the barrage of criticism governmental recovery efforts have engendered. Nonprofit organizations have many advantages over government agencies — they are more flexible, they adapt more quickly, and they often have already established relationships with local officials and communities. These factors enable them to move more quickly than government.

In disasters as big as hurricanes Katrina and Rita, however, the resources required for recovery go beyond the capacity of the nonprofit sector. The sheer amount of infrastructure that must be repaired or

rebuilt, along with the number of homes and buildings that have to be replaced, means that government must play the lead role, with strong support from the nonprofit community.

The report is divided into four parts — an Introduction, Part I, Part II, and an Appendix. Part I presents a brief overview of where several of the hardest hit communities are in the recovery process. Specifically, it focuses on New Orleans, St. Bernard Parish, and Cameron Parish in Louisiana, the Mississippi Gulf Coast, and Mobile/Bayou La Batre in Alabama. Part II describes the broad issues that emerged from the study and how the nonprofit community addressed each of them. Finally, an Appendix summarizes the field research data and details the work of several nonprofit, community-based, and faith-based organizations in Louisiana, Mississippi, and Alabama.

One year ago, *GulfGov Reports* released the first in a series of studies examining the impact of hurricanes Katrina and Rita across 22 communities in Louisiana, Mississippi, and Alabama. *GulfGov Reports: One Year Later* focused on five primary topics: the economics of hurricanes, the planning and rebuilding process, the housing and labor shortages, the role of nonprofit organizations, and the state of the states.

It concluded that in the end, hurricanes Katrina and Rita produced two disasters. The first was the immediate crisis created when the hurricanes made landfall. The second was the difficulty the various levels of government had working together to respond to the crisis. The consequences of this inability to work well together included the potential haphazard rebuilding of the devastated communities, the repetition of mistakes, the exclusion of some segments of the population, and the loss of a rare opportunity to reshape a region for the better. More than two years after the storms, the evidence suggests most of those concerns have come to pass in the lagging recovery.

In April 2007, *GulfGov Reports* released the second report in the series: *GulfGov Reports: A Year and a Half after Katrina and Rita, an Uneven Recovery*. This report focused on the local governments in the hurricane-affected areas and whether they were helping or hindering the recovery process. In addition, the study looked at how the economies in these communities were faring, the situation with labor and housing, and the state of the states. The one issue that continued to dominate the recovery effort was the lack of available, affordable housing. Also, the demand for labor continued to outstrip supply, in large part because of the lack of housing. Still, 18 months after the hurricanes, there was progress — albeit uneven progress. What the research showed was that the progress a community was making in its recovery efforts seemed to be dependent on three factors:

- How effective its local leaders were in making decisions about what direction the recovery will take.
- How badly its business and economic infrastructure was damaged by the storms.
- How quickly it was able to tap into state and federal aid flows.

At the two-year mark of hurricanes Katrina and Rita, these factors remain reliable predictors of how quickly a community can recover.

In addition, *GulfGov Reports* has released two special topics reports: one focusing on the impact of the hurricanes on the public school systems in the affected areas and the other on the FEMA Public Assistance and Community Development Block Grant monies that have been allocated to Louisiana and Mississippi.

The Nelson A. Rockefeller Institute of Government and the Public Affairs Research Council of Louisiana developed the *GulfGov Reports* research series to provide a broad look at how the storms have changed these communities across a wide spectrum of areas. This is a long-term project that is tracking the progress these communities make — or do not make — over time. The jurisdictions chosen for the project are representative of the areas that were devastated by the storms or that have benefited from them.

They cover three of the four states affected by hurricanes Katrina and Rita — Louisiana, Mississippi, and Alabama. The areas under study in the first two reports were: Cameron Parish, East Baton Rouge Parish, Jefferson Parish, Kenner, Lake Charles, New Orleans, St. Bernard Parish, and St. Tammany Parish in Louisiana; Hancock County (Bay St. Louis and Waveland), Harrison County (Biloxi and Gulfport), Hattiesburg, Jackson, Jackson County (Pascagoula), and Laurel in Mississippi; and Bayou La Batre, Gulf Shores, and Mobile in Alabama.

For this third report, the project focuses primarily on the most damaged areas — New Orleans, St. Bernard Parish, and Cameron Parish in Louisiana; the Mississippi Gulf Coast; and Bayou La Batre in Alabama. The study also examines a few areas that did not suffer as much damage — East Baton Rouge Parish and Lake Charles in Louisiana; Hattiesburg in Mississippi; and Mobile in Alabama.

This study has both qualitative and quantitative elements and the ten field researchers involved all used the same report form in gathering their information. Over the course of six weeks, the researchers collected data through interviews, official reports, Internet databases, and media accounts. This report is a compilation of their efforts and their analysis of the information they gathered.

PART I: Recovery Overview

As the field researchers found at the 18-month anniversary of hurricanes Katrina and Rita, recovery at the two-year mark still remains uneven across the hardest hit areas. A brief overview follows that provides a look at where some of the communities are in the recovery process. These communities were chosen because they demonstrate clearly some of the ongoing problems hindering rebuilding efforts.

New Orleans

New Orleans was swamped when the walls of several canals running through the city were breached by Hurricane Katrina's surge. By the time the water stopped rising, 80 percent of the city was flooded. Parts of the city then reflooded when Hurricane Rita passed nearby before making landfall on the Texas-Louisiana border. Ultimately, it took several weeks to pump the water out of New Orleans. More than two years later, a few areas of the city have largely recovered, but the majority have not.

The recovery continues to lag in New Orleans. As has been the case since the storms, determining the city's precise population remains a difficult task, and different groups continue to come up with different numbers. Among the latest efforts, the U.S. Postal Service estimates that the city has regained 66 percent of its pre-storm population of approximately 450,000. A local planning firm that has been tracking the city's progress over the past two years places the number of residents at around 274,000, and city officials say the population has reached 300,000 or more.

In terms of jobs, the growth rate is slowing. The New Orleans area added only 100 jobs between April and May of 2007 and is still about 100,000 jobs short of where it was before the hurricanes. In addition, New Orleans had 21 percent fewer employers at the end of 2006 than prior to Katrina, according to a study by Louisiana State University's Division for Economic Development.

The lack of basic services continues to hinder the recovery with the city's public transportation, roads, and water and sewer system in desperate need of repairs. New Orleans's health care infrastructure remains in shambles, and there are not enough doctors, nurses, and mental health professionals to take care of those in need.

The city's murder rate is climbing steadily, making public safety a critical issue at the same time the New Orleans Police Department is suffering from a personnel shortage. Even the ongoing presence of members of the Louisiana National Guard and the Louisiana State Police has had little effect on the crime rate. Compounding the problem is that many police precincts still are operating out of trailers. The number of murders in the city rose from 55 in the first half of 2006 to 96 in the first half of 2007 — an increase of 74.5 percent. The actual murder rate, which is based on the number of murders compared to the population, increased 14 percent in the first half of 2007 over the same period in 2006.

The housing shortage also remains critical, although apartment rents have begun to stabilize — albeit at a higher rate. For instance, a two-bedroom apartment in the metro area now rents for \$978 a month, compared to \$676 in 2005. The problem for many landlords is that even those elevated rents are not enough to meet the insurance payments on their property. Overall, the real estate market has slowed considerably, with the supply of homes for sale far exceeding the demand. In June 2007, reports showed that only 10 percent of the homes on the market sold. Adding insult to injury in the minds of many homeowners is the steep increase in property assessments due to last year's buying and selling frenzy and the city's tax assessors trying to correct for a long history of underassessing property. The total taxable value of property in the city has risen about 41 percent. That increase is expected to drop, however, once decisions are made in the roughly 6,000 appeals that have been filed by property owners.

Tied to the housing shortage is the labor shortage. Without adequate housing available, business owners continue to find it extremely difficult to attract workers. While areas like the French Quarter, the Garden District, City Park, and Magazine Street are all open for business, most restaurant and shop owners must limit their hours because they cannot find enough people to work.

The lack of affordable housing means that thousands of area residents continue to live in FEMA trailers. As of the beginning of August, there were 33,494 trailers in the New Orleans metro area. At its height, that number reached 68,936.

In terms of public schools, the Orleans Parish School Board and the Recovery School District are operating a total of 85 schools, down from 117 prior to Hurricane Katrina. Enrollment totals about 32,000, as compared to roughly 64,000 before the storm. Still, the current enrollment is an increase over the 27,420 registered in the 2006-2007 school year, while the 84 operational schools are a significant jump over the 57 schools that were open last year.

Currently, the metro New Orleans area has about 32,000 of 38,000 hotel rooms available, and 836 restaurants are open. In addition, 18 new restaurants have opened, and traffic through Louis Armstrong International Airport has reached 75 percent of its pre-Katrina level. But a new problem has arisen for the city's convention business. Planners are starting to see groups and organizations eliminate New Orleans as a destination during the entire hurricane season, partly because their members do not want to take the risk and partly because their insurance companies have increased the rates for event insurance.

New Orleans now has a formal rebuilding plan in place with the adoption of the Unified New Orleans Plan (UNOP) earlier this year. UNOP will be implemented — at least initially — through a plan developed by New Orleans recovery czar Ed Blakely and his staff. That plan calls for the city to focus on investing in the recovery of 17 redevelopment zones throughout New Orleans. The hope is that by spurring the rebuilding of these areas, the recovery will gain momentum and spread from there. Funding for the estimated \$1 billion cost of the plan remains elusive, although the city now has access to \$117 million in Community Development Block Grant (CDBG) money after the Louisiana Recovery Authority (LRA) approved the proposal.

St. Bernard Parish

St. Bernard Parish, which lies to the east of New Orleans, was devastated by flooding during Hurricane Katrina and was among the last areas to see the floodwaters recede. More than two years after the storms, the parish continues to struggle with its recovery.

Population numbers vary for St. Bernard Parish. Local officials estimate 30,000 of the 66,000 people who lived in the parish before the storms have returned. The Greater New Orleans Data Center, on the other hand, says 23,387 people have returned, attributing the number to the U.S. Postal Service. Progress has been painful and halting. The parish still has about 5,000 FEMA trailers, and the lack of housing is a major problem. At the same time, demolition of unsalvageable homes and businesses continues. So far, about 4,000 homes and businesses have been demolished, and parish officials believe the number could reach 5,000.

While repair work has begun on some of the parish's public buildings, progress is slow. In addition, the sewage treatment system does not function and debris remains in the canals. Parish officials have been alternately arguing and negotiating with the federal government about funding to address these problems, and while some money has been distributed, more of it remains tied up in the paperwork process. There is no hospital in St. Bernard Parish, and what health care exists is due to a clinic run by the Franciscan Missionaries of Our Lady out of modular buildings in the parking lot of the Super Wal-Mart. The store has yet to reopen.

One of the brighter spots in the parish's recovery is its school system. Enrollment is up to 4,400 for the 2007-2008 school year, which is about half of the system's pre-storm level, and renovations to three more schools have been completed, bringing the number of operating schools to five. In addition, parish officials recently received a U.S. Department of Transportation grant that will allow them to set up a public bus system for the first time since the storm. The LRA also has approved St. Bernard's rebuilding plan, which means the parish is in line to receive \$26.3 million in CDBG money to help with rebuilding.

Cameron Parish

Cameron Parish is in the extreme southwestern corner of Louisiana and is bordered on the south by the Gulf of Mexico and the west by Texas. Hurricane Rita's storm surge on September 24, 2005, leveled the parish. More than two years later, Cameron has made noticeable progress in its rebuilding efforts.

Cameron Parish has been making steady progress in the wake of Hurricane Rita. More than two years after the storm swamped the parish, about three-quarters of the population has returned. Parish officials estimate about 7,500 people are living in Cameron. Further, a report by Louisiana State University's Division for Economic Development puts the number of employers in the parish at about 78 percent of the pre-Rita level, and local officials are working to encourage more to come.

The parish was one of the first to develop a rebuilding plan, and local officials still are trying to organize the funding to implement the plan, which calls for a series of projects creating a governmental plaza, redeveloping the waterfront, and building sewer lines for the community of Holly Beach.

The school system also continues to recover and reopened another school this year — Johnson Bayou. That brings the number of schools open in the district to four, down from the six the system operated prior to Rita. In addition, work has nearly finished on a new facility to replace South Cameron Memorial Hospital, which was the parish's only hospital.

Mississippi Gulf Coast

The Mississippi Gulf Coast stretches from Louisiana on its western edge to Alabama on the east. The western end of the coast, home to Hancock County and Bay St. Louis and Waveland, suffered the worst damage. Here, Hurricane Katrina's storm surge reached some 30 feet. The hurricane devastated Bay St. Louis and Waveland. More than two years after the storm, residents and local officials still are struggling to reconstruct their communities.

Like New Orleans, recovery along the Mississippi Gulf Coast has been uneven. Some areas are doing extremely well; others are not. More specifically, business in Biloxi and Gulfport in Harrison County is booming, while Bay St. Louis and Waveland in Hancock County are struggling. In terms of population, most estimates agree that roughly 98 percent of the people who had been living in the three coastal counties (Hancock, Harrison, and Jackson) when Hurricane Katrina struck have returned. However, there has been a noticeable shift in where people in these counties live, with a significant portion resettling north of Interstate 10 and out of reach of another storm surge.

The Gulf Coast Business Council, which was established in the wake of Katrina, compiled a list of recovery facts for the second anniversary of the storm. Among other things, the council pointed out that per capita income in the Gulfport-Biloxi and Pascagoula areas increased in 2006, while retail sales in the three counties combined have risen 61 percent since 2004. In addition, the money spent on commercial construction projects has increased from \$215.7 million between January and August of 2006 to \$360 million for the same time period this year.

The biggest success story on the Mississippi coast so far has been the return of the casinos. Currently, 11 casinos employing 18,000 workers are operating, and there are plans for others. The latest project to get underway is the Margaritaville Casino, in which singer Jimmy Buffet has a stake. In July 2007, the Mississippi coast casinos took in \$122.4 million in gaming revenues, the best month on record. Through the summer, the casinos had brought in a total of \$1.7 billion in gaming revenues, and projections are that amount could exceed \$3 billion by the end of the year.

Traffic at the Gulfport-Biloxi International Airport has increased. In the second quarter of this year, the number of departing passengers surpassed the previous record set in 2000. The airport also has undertaken more than \$250 million in new construction, including an expansion of the terminal.

The school districts along the coast have finished most of the repairs to those schools that could be repaired and now are making plans to rebuild the ones that were destroyed. Reliable enrollment projections are a problem for some of the districts because of the shifting population patterns and the problems with housing. As a result, some of the districts may end up closing schools, while others add facilities.

The lack of available, affordable housing continues to frustrate officials and residents alike, and there are few options for renters and those with low-to-moderate incomes. More than 16,000 FEMA trailers are still in place along the Gulf Coast, and residents looking for rental units are finding them priced out of reach. The Katrina Cottage program, which is designed to provide more permanent housing for those in trailers, has just started, and approximately 185 cottages have been built.

In the real estate market, prices for existing homes have stabilized, but at a higher level than residents were accustomed to. The scarcity of affordable housing is making it difficult for businesses to recruit workers. In an effort to address the problem, Gulfport-based Northrop Grumman Ship Systems recently announced an initiative in which the company will provide forgivable loans to help employees buy a home. The employees, in turn, must remain with the company for five years. Proponents of the program hope other employers will follow suit.

Competition for workers is keen, and many small business owners are finding they cannot match what larger companies are paying. In addition, there are shortages in health care availability, many of the cities on the coast need more police officers, and mental health issues are an ongoing concern.

Mobile/Bayou La Batre

Hurricane Katrina caused major damage to the coastal areas of Mobile County, particularly in the communities of Bayou La Batre, Coden, and Alabama Port. Within the city of Mobile, a couple of low-lying neighborhoods suffered significant flooding. Mobile County is one of Alabama's two southernmost counties and is bordered on the west by Mississippi and on the east by Mobile Bay and Baldwin County. More than two years after Katrina, Mobile is thriving, while Bayou La Batre has begun to rebuild.

Mobile County has become one of the new hotspots for economic development in the wake of Katrina. Among the latest projects: ThyssenKrupp AG, a German steel manufacturer, recently announced plans to build a \$3.7 billion plant in the area. Alabama beat out Louisiana for the plant, which will employ some 25,000 construction workers and 3,000 steel workers by the time it is finished. The Port of Mobile is working on a \$300 million expansion project. Airbus, the French airplane manufacturer, has set up an office in anticipation of winning the U.S. Department of Defense's \$30 billion to \$40 billion contract to build 179 KC-30 tanker aircraft for the U.S. Air Force.

In addition to the number of Louisianans who fled to the Mobile area before and after Katrina, the city also picked up International Shipholding Corp., which decided to move its operations back to Mobile from New Orleans. Mobile also reportedly has 27 other economic development projects in the works.

Demand for condominiums and apartments in downtown Mobile also has spurred the development of several high-end projects. A study commissioned by the city estimates a potential of 1,960 households a year for condominiums, apartments, townhouses, and lofts.

At the same time, both the city of Mobile and Mobile County are debating budget adjustments as the hurricane-fueled growth in sales tax revenue continues to slow. Further, with the exception of Bayou La Batre, those areas most affected by Katrina — Coden and Alabama Port along the coast, and the Gulf Manor neighborhood in Mobile — have seen little progress after two years. Housing is a particular problem, as it is in all of the other hard hit areas, and about 2,000 people are still in FEMA trailers. Alabama received \$100 million in Community Development Block Grant (CDBG) funds to help rebuild its devastated areas, but only \$20 million was designated for housing redevelopment. As of July 2007, none of it had been spent.

Bayou La Batre, in contrast, received \$37 million in CDBG money to help rebuild. The city, which lost roughly one-third of its 2,300 residents after Katrina, has begun work on two neighborhoods that will feature 120 homes. When finished, the homes will be offered first to Bayou La Batre residents living in FEMA trailers and then to other residents in Mobile County still in trailers.

PART II: The Nonprofit Sector

The U.S. domestic disaster response plan anticipates that the nonprofit sector will play a major role in the wake of a disaster. This component is set forth in the National Response Plan (NRP), which provides the guidelines for federal agencies in a national disaster. This document is divided into Emergency Support Functions that assign a leadership responsibility to each federal agency for specific tasks. Specific to responding to the immediate needs of disaster victims is Emergency Support Function #6 (ESF-6). Emergency Support Function #6 addresses activities such as providing shelter, food, and emergency first aid; distributing bulk relief items such as clothing and toiletries; disseminating information to family members of disaster victims; identifying short-term and long-term housing; and providing additional services needed for human recovery. The Federal Emergency Management Agency (FEMA) is designated as the coordinator for ESF-6, and the American Red Cross is the primary agency responsible for delivering all of the aforementioned services except short-term and long-term housing. Those two responsibilities rest solely with FEMA.

The Louisiana state-level emergency plan mirrors the policies and procedures established by the National Response Plan, in that it calls for FEMA and the American Red Cross to be the primary coordinating bodies for disaster relief and recovery. The Louisiana Emergency Operations Plan, published in 2005, lists volunteer organizations that will provide such services as shelter, food, and individual housing assistance.

During Hurricane Katrina, FEMA and the Red Cross both operated under the premise that the other was assigned the task of coordinating services and providing leadership as a coordinating structure. Ultimately, the Louisiana Legislature addressed the confusion in a bill it passed in its 2007 session that designated the Louisiana Family Recovery Corps as the organization the state can use to help coordinate services needed in disaster recovery.

The Louisiana Association of Nonprofit Organizations (LANO) also is playing a key role in helping the state plan for future disasters. Working with the state Office of Emergency Preparedness, the organization has helped create relationships with FEMA, the U.S. Small Business Administration, the Office of the Governor, the Louisiana Department of Health and Hospitals, and other agencies. Those efforts have resulted in plans for coordination of services, volunteer placement, and the enhancement of the state's 2-1-1 information and referral network. In addition, LANO is working on the development of a shelter services plan as well as coordinating with FEMA and other governmental agencies for technical assistance for nonprofit groups that need access to state and federal funds.

In Mississippi, the Mississippi Emergency Management Agency (MEMA) is in charge of the state's disaster response and recovery efforts. In the state's formal response plan, the American Red Cross, the Salvation Army, and the Mississippi Voluntary Organizations Active in Disaster (MSVOAD) committee are designated as the primary nongovernmental support agencies, along with the Civil Air Patrol and the Radio Amateur Civil Emergency Services.

The MSVOAD members include the American Red Cross, the Bay Area Food Bank, Catholic Charities, the Church of the Nazarene, the Christian Reformed World Relief Committee, the Church World Service,

the D'Iberville Volunteer Disaster Team, the Hope Crisis Network & Urban Life Ministries, Katrina Aid Today, the National Relief Network, Presbyterian Disaster Assistance, the Salvation Army, and Volunteers of America. In addition, MEMA has a representative on the committee.

Organizational Landscape

The organizational landscape of the nonprofit sector is varied and complex. Some organizations take a national view; others are purely local in focus. Some are interested in research that leads to overall policy change; others prefer to provide direct services. Many are well-funded, while others struggle from month to month. But the one thing all of these organizations have had in common in the aftermath of hurricanes Katrina and Rita is their desire to help in the recovery.

Nonprofit organizations working in the hurricane-devastated areas can be divided into six types:

- Affiliates of national nonprofits
- Faith-based organizations
- Community-based organizations
- Coordinating organizations
- Activist organizations
- Foundations

Affiliates of National Nonprofits

Among the locally based affiliates of national groups that have been active in the recovery across the New Orleans area, the Mississippi Gulf Coast, and the Mobile/Bayou La Batre area are the American Red Cross, Habitat for Humanity, the United Way, the YWCA, and Volunteers of America. In addition, the Second Harvest Food Bank of Greater New Orleans and Acadiana and the Greater Baton Rouge Food Bank have played crucial roles both in the disaster response efforts and in the long-term rebuilding work.

Faith-Based Organizations

A number of religious denominations from all over the country have played a major and continuing role in recovery efforts throughout the hardest hit areas. Many of the larger denominations have long operated national or even international disaster response programs, and local churches affiliated with these denominations were able to draw upon them as a ready source of relief experience, funding, and volunteers. Numerous independent churches and individual congregations, in- and out-of-state, also have made significant contributions, often taking on specific projects.

Among the national organizations that have sent workers to the Mississippi Gulf Coast and the New Orleans area are the United Methodist Church Committee on Relief, Lutheran Disaster Response, the Southern Baptist Convention, the National Baptist Convention USA, Episcopal Relief and Development,

the Presbyterian Disaster Assistance Office, the Christian Reformed World Relief Committee, the Mennonite Disaster Service, and Islamic Relief USA. The Salvation Army and Catholic Charities both are part of national organizations, but have locally established affiliates.

Many of these organizations have been at the forefront of volunteer work in gutting and repairing homes and performing other cleanup work. Others, such as Catholic Charities and Islamic Relief USA have focused on providing social services needed by evacuees. Individual, local churches were primarily involved in the immediate relief efforts after the storms, although a few continue to work on the recovery. These churches are far too numerous to list, but their willingness to open their facilities and their resources — often for weeks and months after the storm — proved crucial in the relief work.

Community-Based Organizations

The community-based groups involved in the recovery efforts fall into two categories — pre-existing and newly formed. Among the pre-existing groups doing work across the affected areas are organizations like Volunteer Mobile; Volunteer Baton Rouge; Carpenter’s Helper in Hattiesburg, Mississippi; and Kingsley House and Odyssey House in New Orleans. Several newly formed groups also have sprung up in the wake of the storms, particularly in New Orleans. These groups are primarily small-scale, neighborhood-level operations, and funding is a constant problem for most of them.

Coordinating Organizations

Collaboration has become an almost universal characteristic of the nonprofit sector since the storms. In the post-Katrina and Rita environment, agencies that once considered themselves friendly competitors for contribution dollars have become much more willing to work together and share resources. In New Orleans in particular, the collaboration has become formal enough to lead to the creation of a separate organization with its own identity and Web site — the Greater New Orleans Disaster Recovery Partnership (GNODRP). GNODRP comprises 52 agencies and 80 members and was created shortly after the storm to help coordinate case management activities in the four-parish area south of Lake Pontchartrain (Jefferson, Orleans, St. Bernard, and Plaquemines parishes).

The Louisiana Association of Nonprofit Organizations (LANO), which is the major statewide association of nonprofit groups, also is involved in collaborative work in New Orleans. LANO is part of the Collaborative for Enterprise Development, along with the Enterprise Corporation of the Delta/Hope Community Credit Union, the Good Work Network, Idea Village, and the NewCorp Business Assistance Center. As part of the collaborative, LANO was chosen to oversee a grant received from the Louisiana Disaster Recovery Foundation to help nonprofit groups in Orleans Parish reopen and rebuild in the wake of the hurricanes. LANO is providing a select number of groups with organizational assessments, training, one-on-one technical assistance, and the chance to form partnerships as they go forward.

In Mississippi, the South Mississippi Alliance for Service Organizations was created as a result of the Commission on Recovery, Rebuilding, and Renewal’s work. The mission of the alliance is to provide a setting for nonprofit and faith-based organizations to come together and exchange experiences and

resources. In addition, the Mississippi Center for Nonprofits set up the Nonprofit Leadership Institute to work with nonprofit leaders along the Gulf Coast in developing solutions to the issues they face as the region rebuilds.

At the local level, nonprofit organizations in the Hattiesburg area have come together under the auspices of Recover, Rebuild, Restore Southeast Mississippi, or R3SM, to form a network of nonprofit, community-based, and faith-based groups that have established programs and dedicated resources to help in the recovery.

In Alabama, the Mobile County Long-Term Recovery Committee (LTRC), the recovery arm of the county Volunteer Organizations Active in Disasters (VOAD) committee, is staffed and housed by Volunteer Mobile. The committee meets each week in Mobile to consider cases submitted by the member agencies. These cases are primarily proposals to repair homes damaged by Hurricane Katrina for individuals or families who are deemed eligible for assistance.

Activist Organizations

The hurricanes have spurred the creation of another type of nonprofit organization — the activist group. Born out of frustration with the government, these organizations work to achieve specific policy changes that members believe are necessary.

They include such New Orleans-based groups as Women of the Storm, Citizens for 1 Greater New Orleans, and Levees.org, which successfully pressured the Louisiana Legislature into consolidating the multitude of levee districts operating in south Louisiana into two districts. Women of the Storm also has worked since Hurricane Katrina to persuade members of Congress to come visit the devastated areas so they can see the damage for themselves and put the requests for federal assistance into context.

Other groups, like the Steps Coalition in Gulfport, Mississippi, and Common Ground Relief and the People's Hurricane Relief Fund and Oversight Coalition in New Orleans, have focused on what they consider government's failure to address the needs of low-income residents, particularly when it comes to housing. In Mississippi, the Steps Coalition is protesting the state's method of distributing the federally provided homeowner grant money, while in New Orleans, Common Ground Relief and the People's Hurricane Relief Fund and Oversight Coalition are demanding the reopening of the public housing complexes.

Foundations

Foundations have participated in the recovery efforts since the beginning. Among the national foundations that have provided funding for recovery initiatives are the Ford Foundation, the Rockefeller Foundation, the Bill and Melinda Gates Foundation, the Robert Wood Johnson Foundation, and the W. K. Kellogg Foundation.

At the state and regional level are foundations like the Foundation for the Mid South, the Community Foundation of South Alabama, the Greater New Orleans Foundation, the Baton Rouge Area Foundation,

and the Gulf Coast Community Foundation. These groups have solicited contributions, set up recovery funds, disbursed grants, and worked to support a range of initiatives to move the rebuilding forward.

Nonprofit, community-based, and faith-based organizations operating at the local level continue to handle the bulk of the recovery efforts, providing an array of social services. Not surprisingly, the need for these services skyrocketed after the storms. Without their efforts, the rebuilding process likely would have come to a halt in some communities. Local officials and residents alike have indicated that much of the progress they have seen has been a result of the work these groups and individuals have done.

What is troubling for these organizations, however, is that the elevated demand for services continues more than two years after the storms, and most predict the need will remain for another five to seven years. At the same time, much of the additional funding that came from private and public sources to help pay for the increased services is coming to an end, leaving these organizations with the extra burden of finding more money to continue their work. Following is a closer look at what has happened since the hurricanes, first at the state level in Louisiana and Mississippi and then at some of the issues nonprofit groups have had to address at the local level.

Louisiana

A number of statewide organizations — some newly created in the wake of the hurricanes and some long-established — have been working on the rebuilding effort. After Hurricane Katrina struck, Governor Kathleen Blanco established two nonprofit organizations to oversee the donations pouring into the state and to work on the rebuilding effort — the Louisiana Disaster Recovery Foundation and the Louisiana Family Recovery Corps.

The Louisiana Disaster Recovery Foundation

The Louisiana Disaster Recovery Foundation (LDRF) was established to raise money and create its own funding sources. Similar efforts were initiated by the governors of Mississippi and Alabama. Almost immediately after Hurricane Katrina, nearly \$13 million in private donations was sent to the state to help with the rebuilding. Since then, another \$24.4 million has been raised. To date, the LDRF has given out \$16.9 million of that money to 98 nonprofit organizations engaged in recovery efforts.

The LDRF's main relief strategy has been to support the Louisiana Family Recovery Corps. The Recovery Corps provides direct case management assistance to displaced families throughout Louisiana. The LDRF also has begun an initiative to help address the lack of housing for storm victims. A \$21.4 million award provided by the Bush-Clinton Katrina Fund to support nonprofit housing development and redevelopment of small businesses affected by Hurricane Katrina was used to:

- Fund tools and resources necessary to accelerate nonprofit housing production and development of businesses affected by Hurricane Katrina.

- Provide in-depth business consultation, capacity building grants, technical assistance, loan funds, general support grants, and grants for short-term working capital to qualified local businesses and nonprofit developers.
- Create a flexible pool of funds for nonprofit housing development and small business rebuilding.

The LDRF has a specific interest in generating and supporting public policy and advocacy strategies by nonprofits that focus on the effective use of public and private money to help those who historically have had the least access to resources. Toward that end, the LDRF has established the Equity and Inclusion Campaign, which is responsible for building a coalition of elected and appointed officials, policymakers, community activists, celebrities, and faith-based leaders to promote affordable housing and community development. The intent is to sponsor neighborhoods that are focused on a redevelopment model that promotes diverse, mixed-income communities composed of renovated public housing, rebuilt homes, and newly constructed housing.

The Louisiana Family Recovery Corps

The Recovery Corps is a private, nonprofit foundation that has invested more than \$20 million in programs, initiatives, and activities in the Greater New Orleans area since the storms. In partnership with the city of New Orleans and Greater New Orleans Nonprofit Knowledge Works, the Recovery Corps invested \$6 million in the New Orleans Welcome Home Center, which works with residents who need help returning to Louisiana.

With help from other nonprofit groups around Louisiana, including Catholic Charities, Volunteers of America, and Greater New Orleans Nonprofit Knowledge Works, the Recovery Corps also has provided comprehensive case management to more than 19,000 households to address basic needs such as food, housing, transportation, utility assistance, bedding, clothing, and home appliances.

The Recovery Corps, the Louisiana Housing Finance Agency, and the Louisiana Recovery Authority also are working to identify eligibility requirements for families interested in the \$75 million FEMA Alternative Housing Pilot Program — the Louisiana Cottage Program. In addition, the Recovery Corps has contracted with the Urban Institute to conduct an Affordable Rental Policy Scan to determine how to best replace affordable housing in New Orleans.

After Hurricane Rita devastated southwest Louisiana, the Recovery Corps partnered with the United Way of Southwest Louisiana, Zero to Three, Excellence for Children, Save the Children, and Agenda for Children to offer training to child care providers on infant and toddler mental health. The Recovery Corps also is working with many organizations throughout the Southwest Louisiana Child C.A.R.E. collaborative to offer grants to child care providers for educational supplies and equipment.

One of the greatest needs in southwest Louisiana in the aftermath of Hurricane Rita was housing for out-of-town volunteers. The Recovery Corps worked with the Southwest Louisiana United Way and the Calcasieu Parish School Board to obtain an old middle school building and convert it to the SWLA

Volunteer Housing Center. It can house 200 volunteers a night and is equipped with a commercial kitchen and cafeteria, game room, computers with Internet access, a living room, and showers. The center also can serve as a shelter for first responders in the event of future emergencies. The center has housed more than 700 volunteers who have contributed more than 30,000 hours of service to the southwest Louisiana area.

Louisiana Association of United Ways (LAUW)

Another organization that has been working across the state in the recovery is the Louisiana Association of United Ways. Under the auspices of the LAUW, the Louisiana 2-1-1 service has been providing information and referrals for individuals or families who need help as they recover from the hurricanes. Before Katrina, the six 2-1-1 centers in Louisiana received about 200 calls daily; during hurricanes Katrina and Rita, 2-1-1 received between 5,000 and 6,000 calls daily. Currently, the rate of calls is about 400 daily. In 2006, the Louisiana Legislature allocated \$750,000 to enhance the capacity of the 2-1-1 call centers. While the money helped, it was not enough to pay for the staffing levels needed to meet the increased demand. LAUW is leading an effort to raise \$1.5 million to support technology enhancement, staff training, and data resource development to track community impact.

The LAUW also has been involved in several initiatives to rebuild homes of displaced residents. Its partners range from grassroots organizations providing the only services available in isolated areas to more traditional approaches in areas where residents are further along in the rebuilding process. Through local-level leadership, programs have sprung up to provide gutting, rebuilding, and repair services for homes, food kitchens, day care centers, rental subsidies, and emergency shelters.

Mississippi

In the wake of Hurricane Katrina, Governor Haley Barbour created the Commission on Recovery, Rebuilding, and Renewal to develop a master plan for the rebuilding effort. The commission's report, issued in December 2005, set out more than 240 recommendations covering almost every aspect of life along the Gulf Coast. More than two years later, only a few of the recommendations have been carried out, but officials say the most important effect of the commission's work was to push local governments and residents into discussions about how their communities should be rebuilt.

The Office of Recovery and Renewal

Following the release of the commission's report, the governor created the Office of Recovery and Renewal to oversee the rebuilding effort. Staff members are charged with coordinating the recovery work with all levels of government. They also work with nonprofit organizations engaged in rebuilding the Mississippi Gulf Coast. A year after the storm hit, the office hosted the Governor's Recovery Expo, which

featured more than 150 vendors, 25 model housing displays, and 40 different sessions and demonstrations — all focused on the rebuilding work.

Mississippi Hurricane Recovery Fund

The governor also established the nonprofit Mississippi Hurricane Recovery Fund, which acts as a clearinghouse for individuals and organizations who want to contribute money or goods or volunteer services to help in the rebuilding. The fund also operates a call center that helps match volunteers with the needs of the affected communities.

In addition to initiatives organized by the state, such organizations as the American Red Cross and Habitat for Humanity worked out of their Jackson, Mississippi, offices to help with relief and recovery efforts.

The American Red Cross

The Central Mississippi Chapter of the Red Cross, which is the nonprofit's largest chapter in Mississippi, acknowledged that it was ill-prepared to handle a natural disaster like Katrina. The organization depended on 15 to 20 core faith-based and community-based organizations to handle the response and assistance to thousands of evacuees and hundreds of nontraditional volunteers. For hurricanes Katrina and Rita, this nucleus of traditional partners proved inadequate and ineffective.

One of the biggest obstacles for the chapter was the lack of diversity among these core groups. As a result, the chapter is reaching out to collaborate with other nonprofit, community-based, and faith-based organizations. More than 80 organizations are working with the Red Cross, more African-American churches are being recruited to help respond to disasters, and minorities are being encouraged to be a part of the governing board of directors and agency staff.

Habitat for Humanity

The Metro Jackson Habitat for Humanity expanded its focus in the wake of the storms to continue working with the low-income families it was helping in Jackson before the storm, build more than 31 homes for evacuee families who wanted to relocate in the Jackson area, and start a Habitat for Humanity initiative in Hancock County on the Mississippi Gulf Coast.

Although the national group made additional resources available, the logistics of coordination and administration between the two locations proved to be a major challenge. Currently, no chapter has been established in Hancock County, and there appears to be competing local jurisdictional interest in the neighboring cities of Gulfport and Biloxi on the chapter formation. As a result, the Metro Jackson Board of Directors will be voting soon to end its agreement with Habitat International to manage the Hancock County effort.

Lutheran Episcopal Services

The Lutheran Episcopal Services operated three programs in the state before the storms: social justice, an education project for children, and disaster response for tornadoes and hurricanes. After Katrina, the disaster response program became the largest component of the organization. Annually, the organization serves approximately 850 families through the disaster response program.

However, the program served thousands more with emergency assistance immediately following Hurricane Katrina. Currently, the clientele base has expanded to include services to any person or family affected by the hurricane. The biggest challenges to the organization since the storm have been to maintain a steady source of income to administer services to needy families, find funding for building materials, and house and feed volunteers.

Adapting Missions to Meet Recovery Needs

Many of the nonprofit organizations examined in this study reported little change in their overall missions. Rather, it was the scope of the work that changed as the demand and the need for services exploded in the wake of hurricanes Katrina and Rita. The more experienced and well-established groups were able to expand their operations quickly, particularly as money, supplies, and volunteers began to arrive.

Other organizations found they needed to redefine their work. In Mississippi, for instance, the Mississippi Conference of the United Methodist Church traditionally had relied on the United Methodist Committee on Relief (UMCOR) to provide resources in the wake of disasters. Although the organizational structure was in place to gather and distribute funding for disaster relief through the United Methodist Church, an emphasis on work at the local level was lacking prior to Katrina. As a result, the Mississippi Conference has connected local church parishioners with ministries that their donations have supported. The Mississippi Conference also has created an organization called Mississippi United Methodist Katrina Response, Inc., to help in the distribution of resources and assistance to storm victims at the local level. This type of organizational structure did not exist prior to the storm.

Another nonprofit, Carpenter's Helper, has had to suspend its program of work because of Hurricane Katrina. Carpenter's Helper was started by a group of builders in Hattiesburg, Mississippi, prior to Hurricane Katrina to help in the rehabilitation of substandard housing in the area. Its initial effort involved retrofitting houses for the handicapped. However, since Katrina the organization has functioned as the construction coordinator for R3SM. The organization now faces the challenge of determining how to turn its focus back to its original mission of helping the general, underprivileged population with rehabilitation assistance without negatively affecting the recovery effort.

Many nonprofit organizations also have changed their perspective on the length of the recovery period associated with disaster relief. For instance, the Salvation Army now views disaster relief in the wake of Hurricane Katrina as a long-term recovery process and has set up a special long-term recovery unit. Additionally, the Christian Reformed World Relief Committee (CRWRC), an international relief organization with extensive experience in disaster relief, used to plan on being at a disaster site for 12 to 15

months. The organization now is looking at being on site for the Hurricane Katrina recovery effort for three to five years.

In southwest Louisiana, the vast majority of organizations have not had their mission or scope of services changed by the hurricanes. Some have found that the storms necessitated a reallocation of resources to hurricane relief efforts, but their ongoing operations continue as in the past. For instance the United Way of Southwest Louisiana continues to fund “normal operations” for agencies such as Big Brothers/Big Sisters, the Literacy Council of Southwest Louisiana, and the Children’s Museum. However, it has taken on a new role by using its ability to plan and coordinate to help with hurricane relief efforts.

In Mobile County, Alabama, at least 85 separate volunteer organizations have been active in hurricane disaster relief and recovery efforts. Most of these organizations operated in the county prior to the hurricane providing social services and a variety of other programs and have had experience working in the aftermath of hurricanes and other disasters. As a result, their missions did not change significantly. These are primarily faith-based groups, along with a number of secular organizations.

In addition, a number of independent church congregations, schools, and college student groups from around the country took on specific one-time projects or did tours of volunteer duty with one of the nonprofit organizations. Several national church organizations have well-established disaster relief programs that provided their members a service opportunity. A number of these made a long-term commitment, which now is winding down.

Planning for Disasters

Many nonprofit organizations that did not have a disaster response plan before Katrina and Rita now have one, while others with plans prior to the storms have revised them. In southwest Louisiana, the disaster response plan has been reworked after the new Long-Term Recovery Group Collaborative went through an intense assessment of what each organization did right and what each could improve upon after the storms. Many of those items are being written into individual organizations’ response plans for future disasters. In addition, many organizations are revising internal operating response plans to achieve better communications, data security, property security, and other related organizational items.

In East Baton Rouge Parish, government officials have formalized the role they expect the nonprofit community to play in disaster response and recovery. The parish Office of Emergency Preparedness has a seat on the Louisiana Capital Area Volunteer Organizations Active in Disaster (VOAD) committee, and the parish emergency response plan has a section that describes what tasks the VOAD will be responsible for in the event of a disaster. Further, the parish plan calls for the appointment of a coordinator to work with the VOAD, and for the designation of a volunteer coordinator to oversee the set-up and operation of a volunteer center.

VOAD members also have developed a plan for response in the event of another disaster. Under the plan, the Greater Baton Rouge Food Bank will handle food provision needs, the Capital Area Red Cross will

oversee shelters, the Capital Area Health Services District will take care of mental health services, and Volunteer Baton Rouge will coordinate the individual and group volunteers who come in to help.

In Hattiesburg, Mississippi, established and traditional nonprofits capable of providing ongoing services during and after a disaster are represented in the local emergency operations center. For example, the Salvation Army has a representative in the center. On the other hand, a local nonprofit like Carpenter's Helper is not represented, although its representative has attended planning meetings that have been conducted by the emergency operations center and the United Way. Nonprofit organizations feel strongly that they should be included in disaster response and recovery planning, particularly at the local level, because of their ability to respond quickly.

Organizing Volunteers

Volunteers have been the backbone of the recovery efforts — both individually and as part of larger groups. In the hardest hit areas, where local governments lack the resources to help their communities move forward, often the nonprofit groups have provided most of the measurable progress.

In St. Bernard Parish, which finds its recovery efforts mostly stalled because of a lack of money, nonprofit, community-based, and faith-based organizations are playing a crucial role in the rebuilding. Not only are they working with affected residents, but their clientele also includes those who formerly were providers of services and the traditional donors/volunteers. Housing rebuilding assistance; distribution of free groceries, clothing, and building supplies; and mental health counseling have taken the place of services formerly provided by these nonprofit and faith-based groups. Local governments are turning over much of the recovery and rebuilding assistance to nonprofit/church groups out of necessity.

At the same time, the storms highlighted the crucial role of volunteers, they also brought to light some concerns that officials at all levels of government need to address before the next major disaster. One is the coordination of volunteers. Which organization or agency will be responsible for ensuring volunteers get to the areas where they are most needed? Another concern is how to take care of the volunteers. Which organization or agency will feed, house, and provide transportation for volunteers?

In southwest Louisiana, several organizations have come together through the Calcasieu Long-Term Recovery Group to handle the coordination of volunteers. Those groups are the Calcasieu Parish Medical Reserve Corps, PIPS Volunteer Coordination Program, and the Volunteer Center SWLA/2-1-1. Once on-site, all volunteers who are not self-sufficient will be referred to the SWLA Volunteer Housing Center. The center is prepared to recruit, house, and provide meal sources to volunteers following a disaster. The Volunteer Housing Center also is designed to provide housing and dining support to the Calcasieu Parish Office of Emergency Preparedness and other first responders in the event of another emergency.

In Mississippi, the Mississippi Commission on Volunteer Services (MCVS) estimates that more than 150,000 volunteers have come through the state to assist in the rebuilding effort. MCVS has played a major role in helping local organizations secure volunteers and coordinate their efforts. Coordination problems plagued the relief work on the Gulf Coast immediately after Katrina. As a result, MCVS is working to

develop a system that can track and allocate volunteers. A part of this initiative involves creating a strong volunteer center network on the coast so volunteers can be tracked and assigned from there instead of from a remote location such as Jackson.

More recently, the Board of Supervisors and the mayors of Harrison County, Mississippi, have established a task force to focus on long-term recovery efforts and coordination of volunteers. The task force has taken on the mission of securing housing for volunteers, along with acquiring warehousing and donated goods management. This is in response to the continued need to coordinate volunteers and their housing needs.

Another phenomenon that has gained momentum is the influx of “voluntourists,” people who come to the region on their vacation time to volunteer in some capacity. Many companies, small businesses, churches, and universities have funded groups to travel to the Mississippi Gulf Coast and the New Orleans area to work on the recovery. These volunteers have been a constant since the hurricanes, and they have received high praise from state and local officials across the area. The popularity of “voluntourism” efforts also highlights the need for a coordinated structure that can keep track of which group is where.

Diversity among volunteers is another concern, and at least one church is working on a solution. The pastor of Mount Carmel Baptist Church in Hattiesburg, Mississippi, has been instrumental in the formation of an organization called Operation Restoration, which is a coalition of African-American churches. Operation Restoration is coordinated by a retired Marine colonel and is operating as an arm of the Pine Belt Outreach Community Development Corporation. Operation Restoration aims to get African-Americans in general, and African-American churches in particular, more involved in disaster relief efforts now and in the future.

The organization is hoping to better prepare African-American churches to respond to natural disasters. Part of the vision is to be able to dispatch a core group of African-American volunteers into disaster-affected communities. In this connection, the organization already is seeing volunteer groups made up of African-Americans coming to assist in the hurricane recovery effort, including some from Detroit, Virginia, and Long Island, New York.

CONCLUSION

Hurricanes Katrina and Rita tested the nonprofit community in this country, and the breadth of the response has been unprecedented. Immediately after the storms, organizations that had never been involved in disaster relief and recovery work looked for ways to help. Small churches that were not equipped to handle sizable numbers of evacuees for weeks at a time opened their doors anyway, and their congregations responded. Normally staid foundations cut through tangled paperwork and procedures to get money out to organizations and agencies working directly in the affected areas. Well-established nonprofits performed double duty, taking in their counterparts in the devastated areas at the same time their client loads increased.

This study finds that nonprofit, community-based, and faith-based organizations remain more important than ever in the recovery efforts. By examining the nonprofit groups cited in this report, one gets a picture of the variety of these organizations and the different strengths they bring to the recovery. In addition, some common issues and concerns emerged from the research:

1. The wide-ranging impact of hurricanes Katrina and Rita required the nonprofit sector to adapt to rapidly changing circumstances. It was not so much the missions of these groups that had to be altered. Rather, it was the scope of the work that changed as the demand and the need for services exploded. As the immediate crisis passed and the affected communities settled in for the long recovery, the nonprofit sector moved with them. For most of the groups, that has meant continuing to provide services at an elevated level. Other nonprofit organizations found themselves revising their mission to accommodate the new demands on their resources. The disaster also has had a broader impact on the nonprofit community. The sheer magnitude of the recovery work has led these organizations to seek each other out in an effort to increase their capacity to meet the demand for their services. Cooperation and collaboration have become commonplace. In addition, several activist organizations have been created to press for governmental policy changes.
2. The critical need for a disaster response and recovery plan was reinforced. Many nonprofit organizations did not have such a plan before Katrina and Rita. Now they do. Other groups that had plans found they had to revise them. Such issues as internal and external communications, property and data security, and determining which organizations will take on which tasks all have had to be addressed. Some areas, such as East Baton Rouge Parish, southwest Louisiana, and Hattiesburg, Mississippi, have developed formal procedures to help officials know what to expect of the nonprofit sector in the event of another disaster, and other communities are looking into it. In Louisiana, the Louisiana Association of Nonprofit Organizations is taking the East Baton Rouge Parish model and using it to encourage other regions of the state to develop their own plans.
3. Funding sustainability is a serious problem for many of these nonprofit groups as they try to keep up with the increased demand for services. More than two years after hurricanes Katrina and Rita, many nonprofit and community-based groups are running out of money. Another concern noted by researchers was the distribution of the donated funds. The bulk of money

given by individuals for hurricane relief went to the American Red Cross, which makes sense because that is the group people outside the hurricane-affected areas recognized. Likewise, most of the contributions from foundations and corporations also went to the Red Cross. As a result, many small groups and organizations closest to the damage failed to get any of the money being donated. The funding simply did not get down to the local level in any meaningful way, and that has made it difficult for these groups to help their communities.

In addition, some local nonprofit and faith-based organizations found that they were not eligible for reimbursements from FEMA for the costs they incurred in housing evacuees, because they did not have a pre-existing formal agreement with their local governments to provide such services. The agreement must be in place, because the local government is usually the entity that applies for the reimbursement. FEMA did, ultimately, allow local governments and nonprofit groups to sign retroactive agreements so that it could issue reimbursements; it just took time. Nonprofit organizations that sustained damage to their facilities also were eligible for Public Assistance (PA) money to help rebuild. Since the storms, FEMA has approved close to \$1 billion in PA money to help private nonprofit groups. In Louisiana, the agency has approved \$597 million in reimbursements and paid \$353 million. In Mississippi, FEMA has approved \$406 million in PA reimbursements and paid \$277 million.

4. The role and coordination of volunteers are major concerns. Everything from work assignments to housing, food, and transportation needs to be coordinated so volunteers can be sent where they are most needed. Several communities already have taken steps to set up permanent housing for volunteers, including St. Bernard Parish, southwest Louisiana, and the Mississippi Gulf Coast. In Bayou La Batre, Alabama, one woman took the initiative herself to organize housing for volunteers who were coming in to work on the recovery.

Nonprofit, community-based, and faith-based organizations are well-suited to help in disaster response and recovery. They are flexible, they can adapt their missions, they can marshal resources, and they can get around stultifying paperwork. But even the most efficient, well-run, well-funded nonprofit group has a limited reach. For all of the work the nonprofit sector has done and continues to do in the hurricane recovery effort, it is still more akin to a drop in the bucket rather than a giant wave.

The scale of the devastation is so vast in Louisiana and across the Mississippi Gulf Coast that only the government has the capacity to handle significant rebuilding. The nonprofit sector was not meant to replace government as the primary agent of recovery — although the research indicates that it seems to have taken the lead in areas like St. Bernard Parish and New Orleans, where the local governments are struggling. It was to buttress the governmental response, to fill in the gaps left by government. For the recovery to proceed in a timely and substantial way, government must take the lead while nonprofit, community-based, and faith-based organizations play a strong supporting role with their focus on the human element of any disaster. As the recovery moves into its third year, *GulfGov Reports* will continue its examination of the broader federalism questions raised by the rebuilding process and the relationships between state and local governments, the nonprofit sector, and the federal government, and what lessons the nation should learn for the next disaster.

APPENDIX

The list below provides a more detailed look at the work some of the nonprofit, community-based, and faith-based organizations have been doing since hurricanes Katrina and Rita struck the Gulf Coast region more than two years ago. The groups selected were designed to be representative of the myriad organizations that have been providing services. While the organizations presented here represent just a fraction of the number of groups that have been involved in the recovery effort, they do provide readers with a sense of the variety, breadth, and depth of the nonprofit response.

The list is organized alphabetically by state — Alabama, Louisiana, and Mississippi. Under each state heading, each community examined for this report is listed, along with a description of the work of some of the nonprofit groups.

ALABAMA

Bayou La Batre

- **Bayou Recovery Project** is a volunteer group organized and operated after the storm by one individual. During the summer, she organized an effort to bring volunteers to Bayou La Batre. Hilltop Rescue and Relief, a California-based group that coordinates volunteer efforts, provided the housing. Most of the group, which reached 200 at one point, were housed in tents in a city park. They did repairs on 52 homes during the summer. The organizer depends on small donations and donated materials for specific projects. A small group currently is repairing houses. The volunteer effort has not slowed. She has a school group from New York scheduled to come in next Easter. The organization also has cleared 100 yards in Bayou La Batre in preparation for the city's rebuilding projects.
- **Lutheran Disaster Response (LDR)** has been heavily involved in recovery efforts in Bayou La Batre, both in case management work and in construction. By the end of July 2007 the organization had repaired or rebuilt 91 homes using 2,421 volunteers who put in 87,400 hours. Currently, LDR is working on seven houses while another nine homes are waiting to start. LDR is uncertain about its future in Bayou La Batre. Money is slowing and the organization has cut back from 12 to four case managers. LDR feels there is a need in the community for another year, but will probably move its operation to the town of Theodore.
- The **Mennonite Disaster Service (MDS)** specializes in construction and has provided a great deal of the volunteer labor and construction expertise for repair and rebuilding projects in Bayou La Batre. It was one of the few agencies that did not do case management work. The MDS was in Bayou La Batre for 17 months, from October 2005 until March 2007. The organization brought in 1,455 volunteers and completed repairs on nearly 250 houses. The group moved out in March but has maintained a smaller presence in Mobile, at least for a time. It has, however, moved its heavy equipment back to Missouri.
- The **United Methodist Disaster Recovery Ministry (DRM)**, which has offices in Mobile, went to Bayou La Batre in September 2004 after Hurricane Ivan and stayed for Dennis and Katrina. It

has offices there with a staff that includes four case managers, a supervisor, and full- and part-time construction supervisors. Administrative and office staff are in Mobile. DRM has taken over the volunteer housing facilities built by the Mennonites and Lutherans in Bayou La Batre. This volunteer center can house 50 volunteers at a time. The national organization, United Methodist Committee on Relief (UMCOR), provided more than \$3 million for local recovery efforts for the three storms. About \$1 million of this money still remains. DRM records show 797 homes in progress in south Mobile County, but could not tell how many had been completed. DRM, itself, had funded 44 Katrina cases (home repair or rebuild) and had 108 cases still in the pipeline. DRM will be phasing out case management by the end of 2007. However, the agency will continue to do construction as long as volunteers continue to come, probably until mid-2008.

- **Volunteers of America, Southeast (VOA)** was contracted by the Alabama Department of Human Resources to be the fiscal agent responsible for about \$9 million in Social Services Block Grant money designated for the Bayou La Batre area. All of the money has been allocated to projects in the southern portion of Mobile County. Only \$1 million remains unspent and that will be gone by January 2008. The agency set up offices in three trailers on property leased from the city of Bayou La Batre to coordinate volunteer services for the area. The agency has worked on some 500 projects (repairs, rental assistance, or furnishings). VOA also purchased 40 acres of land in the city, with a plan to build housing to relocate Bayou La Batre residents. When the city received a FEMA pilot project grant of \$15 million, VOA sold the land to the city to take over the project. Having passed the housing project on to the city and with its other work winding down, the VOA expects to move staff back to its offices in Mobile when the lease with Bayou La Batre runs out. It will continue to work on coordinating volunteers for Bayou La Batre.

LOUISIANA

Cameron Parish and Lake Charles

- The **American Red Cross** served 495,328 meals and 661,460 snacks in Calcasieu Parish in the months immediately after hurricanes Katrina and Rita. In addition, it distributed 98,408 items.
- Since the storms, **Sacred Heart Church** has served nearly 130 families; purchased furniture, appliances, food, school supplies, and uniforms for those in need; cleaned yards, cut trees; and removed storm debris for elderly residents.
- Through June 2006, the **Salvation Army** served 9,934 families and 28,598 individuals. It also provided 222,865 meals and 131,445 snacks. The organization distributed 18,047 food boxes and 4,256 personal comfort items as well, and purchased 60,453 items such as furniture and appliances. In addition, it distributed 9,447 Wal-Mart gift cards, 4,835 Kroger gift cards, 1,267 phone cards, and 22 Old Navy gift cards to those in need.
- Immediately after the hurricanes, the **United Way of Southwest Louisiana** awarded grants to 26 agencies to support relief and recovery efforts. It also bought more than 200 Stine's gift cards to be given to those needing help with the replacement of appliances. United Way had received a

total of \$3.1 million in hurricane relief funds through February 17, 2007. Of that, \$165,612 went to Cameron Parish and \$1.1 million went to Calcasieu Parish, where Lake Charles is located.

East Baton Rouge Parish

- In the wake of the storms, the **Capital Area United Way** saw the demand for services increase in every category under its umbrella, something that became clear when staff members looked at the change in information referral patterns from the 2-1-1 information line. Service delivery has increased an average of 30 percent compared to the pre-hurricane demand. That figure does not include the Greater Baton Rouge Food Bank or Catholic Charities, both of which saw a large increase in the number of people needing help. One of the major tasks the United Way took on after Katrina was providing the seed money to set up a Long-Term Recovery Committee in East Baton Rouge Parish. The committee now is working with surrounding parishes to help them organize their own preparedness groups.
- **Catholic Charities of the Diocese of Baton Rouge**, which is the major regional disaster response agency after the Red Cross, the Salvation Army, and FEMA, primarily focuses on long-term unmet needs. Immediately after the storm, the organization was seeing 250 families daily, and the demand did not ease until Thanksgiving of 2005, when it shifted out of the immediate response mode and into a long-term recovery mode. Early in 2007, the organization began to see a different type of hurricane client as many people finally exhausted all of their personal resources and found themselves having to ask for help. Catholic Charities staff members estimate the increased need for services will last some five to seven years.

Like the Greater Baton Rouge Food Bank, the YWCA, and other groups, Catholic Charities is still heavily involved in the recovery effort. It continues to work with families in FEMA trailer parks and throughout the Diocese of Baton Rouge, providing case management to help evacuees with long-range plans, family budgeting and financial management; counseling and health care services; job training and placement; and housing and relocation assistance.

- By the end of 2006, the **Greater Baton Rouge Food Bank** was serving 65 percent more clients than in 2004. This year, the number has fallen somewhat, but remains significantly higher than prior to the storms. As part of its work, the Food Bank supplies pre-packed pantry boxes to residents of the FEMA trailer parks in its service area, as well as to some New Orleans area agencies that relocated to Baton Rouge after Katrina. Prior to the storm, these agencies had received their food supply from the New Orleans area food bank.

Based on the requests for service they receive, Food Bank officials believe the elevated demand could last five to seven years. To help meet that need, the organization has increased its warehouse staff and number of drivers. In addition, it is looking at how to expand its warehouse space. In the meantime, the Food Bank has arranged to pre-stage supplies during hurricane season and has made provisions to simply buy needed items should another storm strike.

- The **Louisiana Association of Nonprofit Organizations (LANO)** is playing a key role in helping the state plan for future disasters. Working with the state Office of Emergency Preparedness, the organization has helped create relationships with FEMA, the U.S. Small

Business Administration, the Office of the Governor, the Louisiana Department of Health and Hospitals, and other agencies. Those efforts have resulted in plans for coordination of services, volunteer placement, and the enhancement of the state's 2-1-1 network. LANO also has hired two full-time people to lead its long-term recovery work. In addition to making sure the nonprofit community is involved in statewide, regional, and local disaster planning, LANO is working on the development of a shelter services plan as well as coordinating with FEMA and other governmental agencies to help nonprofit groups that need access to state and federal funds.

LANO also is involved in collaborative work in New Orleans. LANO is part of the Collaborative for Enterprise Development, along with the Enterprise Corporation of the Delta/Hope Community Credit Union, the Good Work Network, Idea Village, and the NewCorp Business Assistance Center. As part of the collaborative, LANO was chosen to oversee a grant received from the Louisiana Disaster Recovery Foundation to help nonprofit groups in Orleans Parish reopen and rebuild in the wake of the hurricanes. LANO is providing a select number of groups with organizational assessments, training, one-on-one technical assistance, and the chance to form partnerships as they go forward.

- When Katrina hit, the volunteers poured into Louisiana, and officials and nonprofit organizations realized belatedly that there was no mechanism in place to coordinate their work, make sure they had housing and food, or provide transportation. Faced with that, **Volunteer Baton Rouge** set up a process for handling both individual and group volunteers. A Web site for volunteers was created, which the state ultimately took over as part of its volunteer outreach program. The site, at www.VolunteerLouisiana.gov, allows those interested to connect to any region in Louisiana and see what volunteer opportunities are available. In addition, Volunteer Baton Rouge has taken the lead in helping the state's other volunteer centers work together and is assisting some in developing the staff and resources needed to respond to disasters.
- Almost immediately after Katrina struck, the **YWCA of Greater Baton Rouge** sent people to the River Center in downtown Baton Rouge, which was a primary shelter for residents rescued from New Orleans. Together with four other local nonprofit organizations, the YWCA set up the YK Hurricane Response Collaborative to provide free, full-time child care to families displaced by the hurricanes. The organizations involved in the effort are the YWCA Early Head Start Program, VOA Partnerships in Child Care, The Arc of Baton Rouge, Family Road of Greater Baton Rouge, and the Children's Coalition of Greater Baton Rouge.

Together, these organizations and the collaborative set up a center in Renaissance Village, the largest of the FEMA trailer parks in East Baton Rouge Parish, to provide services for all of the children living there and at the other remaining trailer park in the parish. This is the first time FEMA has allowed such a facility to be established at one of its trailer parks.

New Orleans

- **Catholic Charities of the Archdiocese of New Orleans** is a major multiprogram, social services agency with an established presence in most neighborhoods in the greater New Orleans area. As such, the organization was well positioned to assume an expanded role in the Katrina recovery. Catholic Charities' hurricane recovery program included 14 community centers,

several case management programs, Operation Helping Hands, school counseling, and a mobile medical clinic.

The agency's recovery mission has been evolving. The 14 community centers have been consolidated into 11 as the need for direct assistance has diminished. New clients are not being accepted into the long-term case management program funded by Katrina Aid Today. (Funding will expire in March.) Likewise, funding for the short-term case management services that Catholic Charities contracted to provide for the state's Louisiana Family Recovery Corps is ending soon.

- **Friends of New Orleans** is a nonprofit group in Washington, D.C., that has an information and advocacy program promoting New Orleans recovery. It attempts to connect donors and volunteers with some 42 nonprofits operating in New Orleans by providing information about them on its Web site. This is only one of a number of national sites that direct donors to New Orleans nonprofit organizations.
- The **Greater New Orleans Disaster Recovery Partnership** (GNODRP), referred to as "No-Drip," comprises 52 agencies and 80 members. The United Way and others initiated the GNODRP partnership to provide some uniformity to the 30 case management programs offered by 19 different agencies in the four-parish area south of Lake Pontchartrain. Another goal was to make it easier for potential funders to hear cases from the four parishes (Orleans, Jefferson, St. Bernard, and Plaquemines) without having to sit in on four separate Long-Term Recovery Committee meetings. Additional parish committees have become participants. Meetings to hear cases presented by the various agencies are held regularly. Also, an unmet-needs committee meets weekly to match resources with cases.
- **Greater New Orleans Nonprofit Knowledge Works** works to enhance the management capacity of local nonprofits by operating a database designed to provide the information they need to make decisions and write grants. After the storm, information was added concerning neighborhood elevations, extent of flooding, and the number of people on contiguous high ground (who might more easily return). The agency also has managed the Community-Based Service Network, originally funded by Baptist Community Ministries, to improve and coordinate services for children, youth, and families.
- The **New Orleans Area Habitat for Humanity** (NOAHH), which builds homes in four parishes, is one of 17 affiliates of Habitat for Humanity International (HHI) on the Gulf Coast. Since Katrina, NOAHH has built 67 homes, has another 135 under construction and plans to complete a total of 250 by the end of 2007. This affiliate was used to building 10 homes a year prior to Katrina.

Building has been slow due to access problems early on, difficulties in getting clear title to lots, and delays in Louisiana's homeowner assistance grant program. The first land obtained with a clear title was eight acres in the Ninth Ward where NOAHH has built 43 houses as part of the "Musicians' Village" in partnership with the New Orleans Baptist Crossroads Foundation (an organization created by First Baptist Church of New Orleans, NOAHH, and Baptist Community Ministries). Another 31 houses are now under construction on this plot.

NOAHH and Baptist Community Ministries put up matching \$1.5 million grants for the Crossroads Project in 2006. Some 2,500 volunteers, mostly from Baptist congregations, participated in building the first 30 houses in 2006 alone. This project was planned before Katrina. After Katrina, the Baptist Crossroads Foundation developed a more ambitious five-year plan to sponsor 300 more homes in the Upper Ninth Ward and improve another 1,200. An expected 60,000 volunteers will be required.

- **Operation Brother's Keeper (OBK)** had begun working with local churches to develop hurricane preparedness and evacuation plans to match drivers and members without transportation even before Katrina. Churches with plans were able to do some evacuation. OBK is a collaboration of the American Red Cross, Total Community Action, the University of New Orleans, and the New Orleans City Office of Emergency Preparedness. It is still operating and applying lessons learned. It receives funding from Baptist Community Ministries.
- **Operation Helping Hands**, which is part of Catholic Charities, has put more than 11,000 volunteers to work gutting 1,800 houses and doing cleanup work. Now it has shifted its emphasis to rebuilding. The emphasis of Helping Hands now is to assist homeowners in the rebuilding process by helping them with paperwork, obtaining permits, selecting contractors, and understanding financing options. As of May 2007, 423 homeowners who had had their homes gutted were on a waiting list for rebuilding assistance, 152 had signed letters of intent to rebuild, 11 were about to begin rebuilding, three were under construction, and four had been completed. Volunteers will be used where they can. Catholic Charities has housed its own volunteers and had about 1,000 during the summer.

The church also has embarked on an ambitious, five-year program to restore, rebuild, or develop 7,000 homes in New Orleans at a cost exceeding \$700 million. For this initiative, Providence Community Housing, a new independent nonprofit organization, was created.

As a result of the storm, the archdiocese hired two full-time disaster planners to assist the emergency management coordinator in preparing the church, its schools, nursing homes, and social service agencies to deal with another disaster. A communications network was established and relocation plans made — to move office staff to Baton Rouge and nursing home patients to the Alexandria area. A formal commitment was made to provide up to 50 case workers to assist the Red Cross in serving disaster victims. Staff members were credentialed to allow them to return early under the city's re-entry plan.

- The **Second Harvest Food Bank of Greater New Orleans and Acadiana (SHFB)** is a member of the America's Second Harvest National Food Bank Network. The SHFB serves a 23-parish area in southern Louisiana. Following Katrina, the SHFB set up temporarily in Baton Rouge and Baker, Louisiana, with help from the Greater Baton Rouge Food Bank. However, it was providing service in New Orleans within 48 hours. Second Harvest was distributing 15 million pounds of food and water a year prior to the storm. With the help of the national organization and sister food banks, it delivered an unprecedented 52 million pounds of food and water in the year after Katrina. Currently, the distribution is at nearly twice the pre-storm level, and demand is expected to remain constant or increase for some time.

While its singular mission is unchanged, the agency's scope has expanded. It has adapted its marketing to reach formerly middle-class clientele and others who previously had not required its services. It also has set up a warehouse in Lafayette to better serve the victims of Rita in the southwestern parishes and to serve as a backup location.

Before the storm, the SHFB distributed donated food and government commodities through more than 350 member agencies. Currently, only about 180 of those agencies remain as functioning partners, 40 in New Orleans proper. SHFB has extended infrastructure funding aid to help some of the agencies restart.

The SHFB receives funding from the United Way, Baptist Community Ministries, Catholic Charities, and other groups and foundations. Donations have risen from individuals, corporations, and foundations since the hurricanes. However, disaster food allocations and funding aid from the national organization were discontinued as of July 2007. The statewide food bank association was successful in getting a state appropriation of \$5 million for 2008, and SHFB will receive about half of the food purchases.

The SHFB's service area includes six of Louisiana's nine emergency planning districts, and the agency is the only nongovernmental organization that has a chair in the New Orleans Emergency Operations Center. It is a first responder responsible for feeding other first responders. Under the city's emergency management plan, it has the leadership role in acquiring and distributing food and water after a disaster. The agency had a small hurricane plan prior to Katrina, but it since has developed an all-hazards plan to cover a full range of potential disasters, including pandemic disease.

- The **Southeast Louisiana Red Cross** chapter, housed in Metairie, Louisiana, covers the greater New Orleans area. SELA-ARC has been working closely with local organizations on long-term recovery. The agency has participated in meetings of the Greater New Orleans Disaster Recovery Partnership (GNODRP) as a case presenter and potential funder. In addition, the New Orleans city emergency management plan has assigned the SELA-ARC and the Salvation Army to be the lead agencies in establishing and operating feeding and food distribution sites in the recovery phase following a hurricane disaster. SELA-ARC also has a hurricane preparation education initiative and coordinates with Operation Brother's Keeper, a collaborative effort of public and private agencies to help church congregations develop hurricane evacuation and sheltering plans for their members.
- **Unified Nonprofits of Greater New Orleans** began as informal meetings of six local organizations involved in the New Orleans recovery, but it has grown to more than 475 organizations. The group meets weekly in the building renovated by LANO for its offices. Nonprofit Central provides services to nonprofit organizations (staff training, counseling, information, computer lab, etc.) at low or no cost. The clients typically are smaller and newer groups that lack the resources and experience of the larger traditional agencies.
- The **United Way of the Greater New Orleans Area** (UW) has designated the Volunteers of America-Greater New Orleans (VOA-GNO) to be the communitywide coordinator for volunteers helping in the recovery. The UW and Hearst Foundation provided the funding for the work and by mid-2007 VOA's "Volunteer Connection" program had placed nearly 17,000

volunteers in the region. Its Web site lists 80 service organizations in the area that use volunteers.

VOA-GNO also has contracted to provide short-term case management services for the Louisiana Family Recovery Corps in Orleans and Jefferson parishes. This is funded with state money. In addition, the VOA operates a separately funded case management program called “Katrina Aid Today” for long-term recovery of disaster survivors. Spirit Crisis Counseling is another new program begun post-Katrina.

- **UNITY of Greater New Orleans** is a collaborative of some 60 nonprofit and government agencies working to prevent homelessness in New Orleans and Jefferson Parish. Begun in 1992, the agency serves as an advocate and conduit for public and private funding to agencies with programs for housing the homeless and disabled. Prior to the storm, an estimated 6,000 homeless people sought shelter at night. The number of homeless fell after the storm but more recently has soared to an estimated 12,000, including the chronic homeless, the disabled, those who lost homes in Katrina, and thousands of migrant workers. UNITY owns and operates two supportive housing residences and is the lead agency for the Homeless Service Permanent Supportive Housing Initiative that aims to create 2,000 new units citywide. The city’s residential capacity of 2,800 beds was cut in half initially by the storms but is back to 70 percent now. A \$2 million allocation from Louisiana’s Road Home Program will be used to repair 11 facilities.
- **VIA LINK** is a service that refers people and organizations to information resources. It includes a general crisis line (COPE), a line for youth, and the 2-1-1 number that may be dialed for referral to greater New Orleans area agencies whose program information is maintained.
- The **Volunteers of America-Greater New Orleans (VOA-GNO)** has operated in the city since the 1890s, conducting a wide range of humanitarian programs for children, families, seniors, and the disabled in a 16-parish area. Since Katrina hit, the VOA has initiated new programs to help with the recovery, including a “Coming Back Home” initiative — designed to provide more than 1,000 affordable rental housing units for working families in New Orleans. The VOA is one of the nation’s largest nonprofit providers of affordable housing. Its Gulf Region Rental Housing Development Fund, begun with a \$1 million donation from a Major League Baseball foundation, will leverage another \$30 million and build 400 units for the “Coming Back Home” initiative.
- **Volunteer Connection** for the Greater New Orleans Area Disaster Recovery Partnership is a program of Volunteers of America in conjunction with the United Way, the Points of Light Foundation Volunteer Center National Network, and numerous other local nongovernmental organizations. It provides a Web site to recruit and refer volunteers to meet nonprofit agency needs. This is the volunteer site for New Orleans that is included in the list of regional volunteer sites maintained on the Louisiana Department of Culture, Recreation and Tourism’s www.VolunteerLouisiana.gov Web site.

St. Bernard Parish

- Before Hurricane Katrina, the **City of Hope Relief Center** did not exist. Now, it offers St. Bernard residents hot meals and much-needed help. The pastor of Adullam Christian Fellowship in Arabi, Louisiana, is overseeing the center, which has housed Operation Blessing's mobile kitchen unit and dental clinic, along with other aid for the hurricane victims. Many residents still come to the center daily to receive a hot meal.

In April, organizers were asked to move the center from the FEMA site in the Super Wal-Mart parking lot in Chalmette, Louisiana, to the parking lot of Adullam Christian Fellowship in Arabi, about a half-mile from the former site. The church, which sustained 13 feet of water, is still undergoing repairs. The pastor plans to keep the center going so it can help residents with gutting and rebuilding their homes. In addition, he hopes to have showers installed in order to house volunteers at his church.

- **Emergency Communities** is a project of the International Humanities Center that relies on an all-volunteer staff. Immediately after Katrina hit, Emergency Communities set up its first kitchen in Waveland, Mississippi. In December 2005, the organization began building a relief kitchen in St. Bernard Parish, and on December 12 served its first meal to 300 residents. Emergency Communities also provided three hot meals a day, unlimited water, beverages, and fellowship to help residents connect and persevere in the rebuilding efforts.
- Since the storms, the **New Orleans Area Habitat for Humanity** has organized about 15,000 volunteers to gut some 2,000 homes in St. Bernard, as well work on other projects. Habitat also plans to build about 150 homes in the parish over the next two years.
- Founded in 1978, the national group **Operation Blessing** was set up originally to help struggling individuals and families by matching their needs for items such as clothing, appliances, and vehicles with donated items from viewers of The 700 Club, a nationally broadcast Christian evangelism program.

In the first 11 months after Katrina, Operation Blessing partners helped local faith-based organizations and volunteers with their relief and recovery efforts by providing:

- 276 cash grants totaling more than \$4.7 million.
 - More than 11.4 million pounds of supplies, including everything from roofing supplies and kitchen equipment to food and medicine.
 - More than 822,000 meals from three food kitchens.
 - A free dental clinic, staffed by volunteer dentists.
 - More than 3,162 volunteers who have logged more than 119,672 hours of service.
- Revamping business as usual, the **United Way of the Greater New Orleans Area** ended its annual allocations to agencies and moved to a short-term grant process focusing on a mix of programs and services that meet the following priority needs: crisis intervention/counseling/case management; medical support; early child development; emergency shelter/housing/food assistance; youth development/mentoring; disaster lessons and preparation;

employment services; domestic violence and substance abuse; family support; elderly/disabled; legal assistance; and nonprofit management/volunteer management.

MISSISSIPPI

Gulf Coast

- Local officials in the counties and cities along the Gulf Coast cited numerous nonprofit organizations when talking about their impact on the recovery. Among them were: the **United Way**, the **Corporation for National and Community Service’s Volunteer Center (AmeriCorps)**, the **American Red Cross**, **Catholic Charities**, the **Salvation Army Incident Command**, **Randy’s Rangers**, the **United Methodist Church**, **Lutheran Disaster Response**, the **Morrell Foundation**, **Back Bay Mission**, **KaBoom**, **Hands on Gulf Coast**, and **Habitat for Humanity**.
- Other organizations included the **Gulf Coast Community Foundation**, which established a “Build Back the Coast Fund” in conjunction with the Gulf Coast Convention and Visitors Bureau to focus energy and resources on regenerating jobs and business on the Gulf Coast.
- The **Jessie Ball DuPont Fund** awarded \$500,000 each to the Salvation Army and the American Red Cross to support their efforts in the aftermath of Katrina.
- The **National Endowment for the Humanities (NEH)** will make at least \$1 million available for emergency grants to libraries, museums, colleges, universities, and other cultural and historical institutions in Gulf Coast areas affected by Hurricane Katrina. NEH also is offering \$30,000 emergency grants to state humanities councils in Mississippi, Louisiana, and Alabama to begin assessing local damages and recovering cultural resources.
- **Islamic Relief USA** purchased a double-wide mobile home structure that was converted into a health care facility to replace the east Biloxi clinic that was lost to Katrina. The cost of buying and installing the mobile facility was more than \$46,000. Islamic Relief also provided the clinic with medicines and basic startup equipment.
- Many large corporations also donated money, time, and supplies to the recovery effort. Some of these include the **Coca-Cola Company**, which along with the Coca-Cola Foundation, Coca-Cola Enterprises, and Coca-Cola Bottlers’ Association, donated \$5 million to hurricane relief, mainly to the Salvation Army and the American Red Cross. Coca-Cola also established a Hurricane Katrina Employee Relief Fund to assist employees displaced by the storm.
- **Cox Enterprises, Inc.**, announced a donation of \$10 million for Hurricane Katrina relief. The gift included \$1 million to the American Red Cross, \$750,000 to the United Way, \$750,000 to Habitat for Humanity, and \$100,000 to the Boys & Girls Clubs to be used in the affected areas. Cox also donated \$8 million in free airtime or advertising space for public service announcements.

- The Power of Hope Fund created by **Entergy Corporation** has seeded the Power of Hope Fund at the Foundation for the Mid South with \$1 million to help Entergy customers and employees rebuild their lives after Katrina.
- **Home Depot** announced a direct cash donation of \$1.5 million to the Corporation for National and Community Service to support relief and rebuilding efforts in areas devastated by Katrina.
- **SunTrust Banks, Inc.**, donated \$600,000 to relief efforts, including \$100,000 cash to the American Red Cross. It also matched employee donations to the Red Cross or United Way up to an additional \$100,000. In addition, SunTrust created the \$400,000 Katrina Relocation Relief Fund, to be used to support social service programs providing assistance to victims temporarily relocated in SunTrust markets.
- **United Parcel Service (UPS)** donated \$1.25 million, including \$500,000 in cash and up to \$750,000 of in-kind services for the shipment of medical and health-related items. The funds were divided among the American Red Cross, America's Second Harvest, and other relief organizations working on long-term rebuilding.
- Many other organizations provided assistance through volunteering, raising money, assisting in cleanup, and rebuilding. These organizations included **Boys and Girls Clubs of America**, the **Contemporary Arts Museum Houston**, **MAP International (Medical Assistance Programs)**, the **Southern Arts Federation**, the **Southern Baptist Convention**, and **United Ministries**.

Hattiesburg

- **Carpenter's Helper** is a United Way agency that works on the rehabilitation of substandard housing in Hattiesburg. In the wake of Katrina, the organization has functioned as the construction coordinator for R3SM. Prior to the storm, Carpenter's Helper had a waiting list of about 70 people who wanted to receive rehabilitation assistance, but meeting their needs had to be put on hold. The organization now faces the challenge of determining how to turn its focus back to its original mission of helping the general, underprivileged population with rehabilitation assistance without negatively affecting the recovery effort.
- **Ebenezer Baptist Church** in Hattiesburg has partnered with World Servants, an international faith-based organization, headquartered in Minnesota. The church serves as a coordinating center for World Servants, coordinating work and feeding activities and helping secure resources to undertake house repairs for Katrina victims. The church receives applications for assistance for World Servants; performs an assessment of the damaged structure; prepares a write-up and an estimate of the repairs; and purchases the materials prior to the arrival of the World Servants volunteers. World Servants brings about 30 to 40 volunteers at one time, with 10 volunteers working on each house to be repaired. The volunteers, who stay for about one week, made two trips to the Hattiesburg area in the summer of 2007.
- The **Institute for Disabilities Studies** at the University of Southern Mississippi is a unique service provider in the Katrina recovery effort since its exclusive focus — through its affiliation with Katrina Aid Today — is assisting families who have at least one member with a disability.

It is one of 67 University Centers of Excellence in Developmental Disabilities in the United States and was one of the first to provide direct case management assistance to Hurricane Katrina victims. One of the institute's major roles — and challenges — is to educate volunteer agencies on the construction and rehabilitation needs of individuals with disabilities. As part of its advocacy role, the institute has developed and conducted workshop sessions that provide training on how to interact with and meet the needs of people with disabilities. The primary recipients of the training have been case managers and volunteers.

- **Mount Carmel Baptist Church** in Hattiesburg has established Operation Restoration, which is a coalition of African-American churches. Operation Restoration is coordinated by a retired Marine colonel and is operating as an arm of the Pine Belt Outreach Community Development Corporation. Its goal is to get African-Americans in general and African-American churches in particular more involved in disaster relief efforts now and in the future. The organization is hoping to better prepare African-American churches to respond to natural disasters. Part of the vision includes being able to dispatch African-American volunteers into disaster-affected communities. In this connection, the organization already is seeing volunteer groups made up of African-Americans coming into the area to assist in the Katrina recovery effort, including some from Detroit, Virginia, and Long Island, New York.
- The **United Methodist Committee on Relief (UMCOR)** collected approximately \$62 million from the United Methodist Church in response to the 2005 hurricanes to support relief efforts in Alabama, Florida, Louisiana, Mississippi, and Texas. After nearly two years of providing relief assistance through its traditional organizational structure, the **Mississippi Conference of the United Methodist Church** created an organization called **Mississippi United Methodist Katrina Response, Inc.**, to assist in the distribution of resources and assistance to storm victims.
- The Hattiesburg, Mississippi, area is being served by a Long-Term Recovery Committee organized under the auspices of the **United Way of Southeast Mississippi** after Katrina. The official name of the Long-Term Recovery Committee is Recover, Rebuild, Restore Southeast Mississippi (R3SM), and it has spearheaded the formation of a network of nonprofit, community-based, and faith-based organizations that have established programs and/or dedicated resources to assist in the recovery effort. This network and a group of local community leaders form the **Unmet Needs Committee of R3SM**, which meets regularly to decide how the limited recovery resources can be most effectively used.

The nonprofit organizations represented on the Unmet Needs Committee include: **American Red Cross, Salvation Army, Catholic Charities, United Way, Mississippi Conference of the United Methodist Church, Institute for Disabilities Studies at the University of Southern Mississippi, and Carpenter's Helper.**

Advisory Committee

- Chair: William F. Winter, former Governor of Mississippi, Attorney, Watkins Ludlam Winter and Stennis, P.A.
- Brenda Birkett, former Dean and Professor of Accounting, College of Business, McNeese State University, Lake Charles, Louisiana
- Donald M. Blinken, former Chair, Board of Trustees, State University of New York, Vice Chair of Council of American Ambassadors
- G. Porter Brock, President, Community Foundation of South Alabama
- Ronald Mason, President, Jackson State University
- George Penick, Director, Gulf States Policy Institute, Rand Corporation
- James Richardson, Director, Public Administration Institute, E.J. Ourso College of Business, Louisiana State University

Methodology

GulfGov Reports is a longitudinal field network study of a representative sample of state and local governments damaged by the Katrina and Rita hurricanes of 2005. The 22 sites in Louisiana, Mississippi, and Alabama covered in this project are cities and counties (parishes) that experienced varied levels of destruction and economic effects following the twin disasters. The sample includes communities that experienced severe damage and concomitant population decline and others that experienced population and economic growth because of the influx of household and business evacuees. The research is based on uniformly structured field research reports by professional experts from a range of backgrounds and social science disciplines. Over the course of this research program, the field researchers will collect and analyze data and reports and interview public officials, leaders of nonprofit organizations and community organizations, and businesses. Field researchers do their own analysis of conditions and issues in the communities studied; their reports are guided by a standard format of open- and closed-ended research questions. Reports submitted by field researchers to the central study staff are reviewed and compiled into summary reports.

RESEARCH STAFF

The **Public Affairs Research Council of Louisiana** (PAR) is an independent voice, offering solutions to critical public issues in Louisiana through accurate, objective research and focusing public attention on those solutions. As a private, nonprofit research organization, PAR is supported through the tax-deductible membership contributions of thousands of Louisiana citizens who want better, more efficient, and more responsive government. Although PAR does not lobby, PAR's research gets results. Many governmental reforms can be traced to PAR recommendations. In addition to serving as a catalyst for governmental reform, PAR has an extensive program of citizen education, believing that the soundest way to achieve political progress is through deep-rooted public understanding and support rather than political pressure.

The **Nelson A. Rockefeller Institute of Government** is the public policy research arm of the State University of New York. The Institute conducts studies and special projects to assist government and enhance the capacity of states and localities to meet critical challenges. Through its research, publications, and conferences, the Institute works with the best policy experts in the country and with top officials at all levels of government to forge creative solutions to public problems. The work of the Institute focuses on the role of state governments in the American federal system. Many of the Institute's projects are comparative and multistate in nature.

CO-PRINCIPAL INVESTIGATORS

James C. Brandt

President, Public Affairs Research Council of Louisiana

Jim Brandt was appointed president of PAR in May 1999. He has more than 30 years of experience in government administration, public policy research, and nonprofit management. He is the author of more than 75 studies or reports in the areas of governmental finance, state and local tax issues, public administration, and governmental structure and organization. In addition, he has received numerous national, state, and local awards for his work. Prior to joining PAR, Mr. Brandt served for 12 years as president and CEO of the Bureau of Governmental Research in New Orleans. His previous professional experience also includes his affiliation with the Institute for Governmental Studies at Loyola University in New Orleans, where he was the assistant director and senior associate. Mr. Brandt is an honors graduate of the University of Colorado where he earned a bachelor of arts degree in history and political science and was elected Phi Beta Kappa. He received his master's degree in community organization and planning from Tulane University.

Richard P. Nathan

Co-Director, Rockefeller Institute of Government

Richard Nathan is co-director of the Rockefeller Institute and the distinguished professor of political science and public policy at the State University of New York at Albany. Dr. Nathan has written and edited books on the implementation of domestic public programs in the United States and on American federalism. Prior to coming to Albany, he was a professor at Princeton University. He served in the federal government as assistant director of the U.S. Office of Management and Budget, deputy undersecretary for welfare reform of the U.S. Department of Health Education and Welfare, and director of domestic policy for the National Advisory Commission on Civil Disorders (The Kerner Commission).

FIELD RESEARCH ASSOCIATES

Louisiana**Daryl V. Burckel** — Lake Charles & Cameron Parish

Professor, Department of Accounting, Finance and Economics, McNeese State University

Daryl Burckel is a professor of accounting, past department head of the Accounting, Finance and Economics Department, and the First National Bank Endowed Professor of Business Research in the McNeese State University College of Business. He earned his doctorate at Mississippi State University and specializes in the areas of financial analysis, business valuation of closely held business interests, and taxation. In addition, he is a Certified Public Accountant and a Certified Valuation Analyst. He has held faculty positions at the University of New Orleans and Mississippi State University, as well as McNeese State University. He has published more than 50 refereed articles in journals such as the *Journal of Accountancy*, *Applied Economics*, *North American Journal of Economics and Finance*, *Tax Notes*, *Taxes: The Tax Magazine*, *Journal of Taxation*, *The CPA Journal*, and *Akron Business and Economic Review*. He has received the Powell Group Business Faculty Excellence Award for more than five consecutive years and has been the recipient of numerous other university and professional organization awards. He has performed consulting work for local and state governmental agencies, small businesses, and publicly traded companies and serves as a member of numerous boards and professional organizations.

Rachel L. Emanuel — St. Bernard Parish & St. Tammany Parish

Director of Publications and Electronic Media, Southern University Law Center

Rachel Emanuel has been director of publications and electronic media for the Southern University Law Center since 1998. Prior to that, she held the same position for Southern University. In addition, she served as an adjunct professor at the Manship School of Mass Communication at Louisiana State University from 1999 to 2003. She also worked as a senior editor for the LSU Office of Public Relations and as a departmental information representative for the Louisiana Department of Urban and Community Affairs. She earned her bachelor's and master's degrees in journalism from Louisiana State University and a Ph.D. in journalism from the University of Texas at Austin. Her research projects include a forthcoming biography of Alexander Pierre Tureaud Sr., a documentary about the civil rights sit-ins in Baton Rouge, and a documentary about A.P. Tureaud's life.

Michael M. Kurth — Lake Charles & Cameron Parish

Head, Department of Accounting, Finance and Economics, McNeese State University

Michael Kurth grew up in Saginaw, Mich., and served in the U.S. Army as a Russian linguist and intelligence analyst. He received his bachelor's degree in international economics from the Monterey Institute for International Studies and his master's degree and Ph.D. in economics from Virginia Tech, where he studied under Nobel laureate James Buchanan. He taught at Emory and Henry College in Virginia and California State University-East Bay before coming to McNeese State University in

1984. He has published numerous articles in academic journals and in 1988 received the Duncan Black Award for the best article in *Public Choice* that year. He also has written many studies on the gaming industry, the petrochemical industry and other issues affecting Southwest Louisiana and for 15 years wrote a biweekly column in *Lagniappe* commenting on economic and political issues. He is presently head of the Department of Accounting, Finance and Economics at McNeese and the BankOne Professor of Economics.

Karen Rowley — East Baton Rouge Parish

Special Projects Manager, Public Affairs Research Council of Louisiana

Karen Rowley joined the staff of the Public Affairs Research Council of Louisiana in 2006 as special projects manager. Currently, she is overseeing the *GulfGov Reports* project, a longitudinal study of the impact of hurricanes Katrina and Rita on Louisiana, Mississippi, and Alabama. Dr. Rowley's background is in journalism. She has worked for daily newspapers in Florida and North Carolina and served as managing editor of *The Greater Baton Rouge Business Report* in Baton Rouge for eight years. She earned a bachelor of arts degree in journalism from the University of North Carolina at Chapel Hill and a master's degree in mass communication from Louisiana State University. In December 2006, she earned a Ph.D. in mass communication from Louisiana State University. Her doctoral research focused on media and public affairs — specifically on statewide public affairs television and its role in the institution of state government. She has presented research papers at several conferences, and she has been the lead author on articles published in such academic journals as *Journalism & Mass Communication Quarterly*, *American Journalism*, and *The Howard Journal of Communications*.

Carlos A. Thomas — State of Louisiana

Diversity Recruiter, Center for Internal Auditing, E.J. Ourso College of Business, Louisiana State University

Carlos Thomas joined the Center for Internal Auditing in the summer of 2007. Prior to that he worked for the Louisiana Family Recovery Corps. He also has worked as a research assistant and adjunct instructor in LSU's Department of Information Systems & Decision Sciences. Dr. Thomas earned a bachelor of science degree in human and organizational development from Vanderbilt University, a master of arts degree in sociology from the University of Memphis, a master of science degree in information systems and decision sciences from Louisiana State University, and a Ph.D. in public administration from Tennessee State University. He currently is working on a Ph.D. in information systems and decision sciences at LSU. His research interests include e-government, IS auditing, technology stratification in society, intellectual law, and technology public policy. His teaching interests include technology and society, IT regulatory issues, and technology in the public sector.

Mississippi

Otha Burton, Jr. — State of Mississippi

Associate Professor, Associate Dean, School of Policy and Planning, and Chair, Department of Urban and Regional Planning, Jackson State University

Otha Burton was appointed chair of the Department of Urban and Regional Planning in July 2006. He also is an associate professor with appointments to the Department of Urban and Regional Planning and to the Department of Public Policy and Administration, as well as associate dean for the School of Policy and Planning. In his capacity as associate dean, he manages the graduate degree programs in the Department of Urban and Regional Planning and the Department of Public Policy and Administration, the undergraduate degree program in Urban Studies, and two program units — the Mississippi Center for Technology Transfer, and the Center for Urban Planning and Policy Assessment. Dr. Burton had served as interim chair of the Department of Urban and Regional Planning since August 2005. Prior to his appointment, he was chief administrative officer for the City of Jackson from 1998 to 2005. Before that he was an assistant professor of public policy and administration and director of the Center for Technology

Transfer at Jackson State. His professional experience includes serving as director of the Department of Human and Cultural Services for the City of Jackson, deputy director and director of the city's Department of Administration, and manager of the city's Office of Development Assistance. He has a bachelor's degree in history from Jackson State University, an M.A.T. in political science communication from Jackson State University, and a Ph.D. in public administration from Mississippi State University. His publications include a chapter titled "Public Service in America's Urban Areas: Why the Bar in Perception and Practice Remains Higher for African American Public Managers" in *Diversity and Public Administration: Theory, Issues, and Perspectives*, and "The Marriage of TANF and WIA: Are Mississippi's Needy Families Finding Real Employment" in the *Journal of Public Management & Social Policy*.

Harvey Johnson, Jr. — Hattiesburg & Laurel

Visiting Professor, College of Business, Center for Urban Planning and Policy Assessment, Jackson State University

Harvey Johnson is the former mayor of Jackson, Mississippi, and the first African-American mayor of the city. He served two terms from 1997 to 2005 and then returned to teaching when he joined the faculty of Jackson State University in July 2005. A native of Vicksburg, Mississippi, Mr. Johnson earned a bachelor's degree in political science from Tennessee State University and a master's degree in political science from the University of Cincinnati. He has also done additional study toward a doctoral degree in public administration at the University of Southern California's Public Affairs Center in Washington, D.C. Before winning the mayor's seat, Mr. Johnson was the founder and executive director of the Mississippi Institute for Small Towns, a nonprofit agency designed to help small economically depressed towns with minority leadership with housing, community development, and infrastructure needs. He has some 25 years of experience in planning and community development and was an assistant professor previously at Jackson State University, where he taught graduate-level courses in public administration and directed the Center for Technology Transfer.

C. Denise Keller — Mississippi Gulf Coast

Research Associate, Stennis Institute of Government, Mississippi State University

Denise Keller has been a research associate with the Stennis Institute since 1999. She holds a bachelor's degree in sociology and a master's degree in public policy and administration. She currently is pursuing her doctoral degree in public administration with a minor in research methodology. Research areas include federalism, health and human services policy, welfare reform policy, child care policy, workforce development, and political theory. Ms. Keller served as part of a multistate field network study of welfare reform led by the Rockefeller Institute, the results of which were published as a book chapter in *Managing Welfare Reform in Five States: The Challenge of Devolution*. Her research has been published in *Public Administration Review*, the *American Review of Politics*, and elsewhere. Ms. Keller manages the Stennis Institute's Center for Survey Research, teaches courses in the Political Science Department at Mississippi State University, and is an adjunct instructor for East Central Community College, teaching courses at the Choctaw Indian Reservation. She has taught courses in American government, public policy, and gender and politics.

Donna Mabus — State of Mississippi

Owner, Plato Associates, Jackson, Mississippi

Donna Mabus opened her lobbying and consulting firm in 1992, after working as a research assistant for the Stennis Institute of Government at Mississippi State University and then as the program director for the Stennis Center for Public Service. She earned her bachelor's degree in educational psychology and her master's degree in public policy administration from Mississippi State University, and is working on a doctorate in public policy administration from MSU. From 1994 to 1996, Ms. Mabus was an Environmental Protection Agency fellow. Ms. Mabus is working on this project through the Center for Urban Planning and Policy Assessment at Jackson State University.

Judith Phillips — Mississippi Gulf Coast*Research Associate II, Stennis Institute of Government, Mississippi State University*

Judy Phillips moved over to the John C. Stennis Institute six years ago from the Office of External Affairs at Mississippi State University's College of Business, where she was director of the Small Business Development Initiative. At the Institute, she works with communities to develop strategic revitalization plans, helping them to create collaborative working partnerships across multiple constituency groups, and assisting them to implement and recognize tangible outcomes. Her work with Mississippi communities is frequently provided at the direct request of elected leaders at both the state and federal level. Prior to joining Mississippi State, she worked for Westinghouse Electric Corporation in human resources and as national sales manager for Bart Manufacturing in Charlotte, North Carolina. She has owned and operated multiple small business firms, including a personnel placement agency, an interior decorating contracting firm, and a farming operation. Ms. Phillips completed her M.B.A. and doctoral course work at Mississippi State's College of Business, with an emphasis on marketing and minors in statistics and economics. Her credentials include six years of teaching experience at the College of Business on Mississippi State's main campus and at the Meridian campus, where she has taught courses in statistics, marketing management, consumer behavior, retail management, sales management, business communications, and personal selling.

W. Martin Wiseman — Mississippi Gulf Coast*Institute Director and Professor of Political Science, Stennis Institute of Government, Mississippi State University*

Marty Wiseman is the director of the John C. Stennis Institute of Government and professor of political science at Mississippi State University. Dr. Wiseman holds bachelor's and master's degrees in political science, a master's degree in public policy and administration, and a Ph.D. in rural development in sociology — all from Mississippi State University. In addition to his duties at Mississippi State, Dr. Wiseman is a guest professor at Jackson State University. Dr. Wiseman's areas of academic interest include American government, intergovernmental relations and federalism, county and municipal management, public personnel administration, and innovations in state and local government management. He has had articles published in *Public Productivity and Management Review*, *Mid-South Journal of Political Science*, *Public Administration Quarterly*, *International Journal of Public Administration*, and others. He also has published numerous research and technical assistance reports. Dr. Wiseman has provided testimony on numerous occasions to Mississippi Senate and House committees on governmental issues. Dr. Wiseman serves as a committee member on the Civil Rights Commission on Education, the Mississippi Economic Policy Center Advisory Council, and the Delta Early Learning Leadership Initiative. He also serves as chair of the Wood Institute Board of Directors.

Alabama**Ty Keller** — Bayou La Batre, Gulf Shores & Mobile*Senior Research Associate Emeritus, Public Affairs Research Council of Louisiana*

With nearly 40 years' experience in public policy research, Ty Keller holds the position of senior research associate emeritus at PAR. Since joining PAR in 1971, he has written or directed research on dozens of publications dealing with a wide variety of Louisiana state and local government issues. His studies on economic development, comparative taxes, and community colleges have received awards for distinguished research and special achievement from the national Governmental Research Association. Mr. Keller has done extensive research on tax and fiscal policy, property tax issues, vo-tech education, and education management. He also has conducted numerous management studies of state agencies and undertaken contract studies for local governments throughout the state. Mr. Keller graduated cum laude from Brigham Young University in 1962 and did postgraduate work at BYU and the New York University Graduate School of Public Administration. Prior to joining PAR, he was an assistant professor at California State University at Fullerton and worked for the National Municipal League.