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The Role of Voluntary Agencies in Emergency Management

The Federal Emergency Management Agency

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Administrative Information

THE FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA)

FEMA's Mission and Goals

FEMA, created on April 1, 1979, is the lead Federal government agency responsible for emergency management in the United States. The mission of FEMA is to . . .

> *provide the leadership and support to reduce the loss of life and property and protect our institutions from all types of hazards through a comprehensive, risk-based, all-hazards emergency management program of mitigation, preparedness, response, and recovery.*

The following goals shape FEMA's priorities and policies and support the accomplishment of its mission.

- To create an emergency management partnership with other Federal agencies, State and local governments, volunteer organizations, and the private sector;
- To establish, in concert with FEMA's partners, a national emergency management system that is comprehensive, risk-based, and all-hazards in approach;
- To make hazard mitigation the foundation of the national emergency management system;
- To provide rapid and effective response to any disaster; and

- To strengthen State and local emergency management.

FEMA is dedicated to working closely with all members of the emergency management community to improve the nation's preparedness for disaster and its ability to respond to emergencies of all types.

FEMA's Roles

The law that authorizes FEMA is the Robert T. Stafford Act. The principle roles served by FEMA in emergency management are the following.

1. Coordinate mitigation planning to reduce the consequences of hazards.

2. Develop community hazard awareness plans.

3. Improve State and local fire prevention programs through training and education.

4. Provide information and technical assistance to State and local governments to identify risks and to mitigate damage from natural hazards to new and existing structures.

5. Administer programs to assist individuals and businesses to obtain insurance protection against floods.

6. Assist State and local governments with preparedness planning to develop the capability to respond to all types of localized emergencies and disasters.

7. Serve as the lead Federal coordination agency to ensure a timely and effective response to disasters as necessary.

8. Provide disaster relief assistance to State and local governments and individuals to assist in recovery from the impact of disasters.

Further information on FEMA is available on the Internet at ***www.fema.gov***.

THE EMERGENCY MANAGEMENT INSTITUTE

Overview

FEMA promotes the professional development of the nation's emergency managers through the National Emergency Training Center (NETC) in Emmitsburg, Maryland. The 107-acre campus is shared by the Emergency Management Institute (EMI), the National Fire Academy (NFA), and the United States Fire Administration (USFA).

EMI serves as the national focal point for the development and delivery of emergency management training to enhance the capabilities of Federal, State, and local government officials, voluntary agencies, and the private sector to minimize the impact of disasters on the American public. EMI's curriculum focuses on the four phases of emergency management: mitigation, preparedness, response, and recovery. EMI develops courses and administers resident and non-resident training programs in areas such as natural hazards, technical hazards, instructional methodology, exercise design and evaluation, information technology, public information, integrated emergency management, and train-the-trainer. A significant portion of the training is conducted by State emergency management agencies under cooperative agreements with FEMA.

The Independent Study Program

FEMA's Independent Study Program is one of the delivery channels that EMI uses to deploy emergency management training to the general public and to emergency management audiences. Independent Study courses are extremely useful in disseminating information to a broad audience and in supplementing the ongoing training courses at EMI, as well as field courses conducted through the State emergency management offices.

FEMA's Independent Study courses are geared toward both the general public and persons who have responsibilities for emergency management. All courses are suitable for either individual or group training and are available at no charge. Each Independent Study course includes practice exercises and a final examination. Average course completion time is 10 to 12 hours. However, this Independent Study course will probably require a shorter amount of time for completion. Persons who score 75 percent or better on the final examination are issued a certificate of completion by EMI.

If you have any questions you may contact the Independent Study program at 301-447-1012, Independent.Study@fema.dhs.gov or:

FEMA Independent Study Program
Administrative Office
Emergency Management Institute
16825 South Seton Avenue
Emmitsburg, MD 21727

You may visit the EMI Independent Study website at http://training.fema.gov/EMI/ and click on FEMA Independent Study.

COURSE OVERVIEW

Target Audience

Individuals who complete this Independent Study course should be Federal, State, and local emergency managers, members of voluntary agencies, and the general public who are involved in emergency management activities and require an understanding of the roles of voluntary agencies throughout the disaster cycle.

Course Goal and Objectives

The overall goal of this Independent Study course is to increase awareness of the roles and responsibilities of voluntary agencies in emergency management. Voluntary agencies have helped meet the needs of individuals and communities affected by disasters since the 1800's. Today, they serve a critical role in the emergency management field from helping communities prepare for and mitigate the effects of disasters to providing immediate response and long-term recovery services. Without the support, dedication, and expertise of voluntary agencies, the government would be unable to address all the needs of disaster-affected communities.

At the conclusion of this course, participants should be able to:

1. Describe the unique strengths that voluntary agencies bring to the emergency management community;

2. Identify important historical milestones in the development of voluntary agencies in the U.S.;

3. Describe briefly the history of each National Voluntary Organizations Active in Disaster (NVOAD) member agency;

4. Identify the roles and services that voluntary agencies provide throughout each phase of the emergency management cycle (i.e., mitigation, preparedness, response, and recovery);

5. Explain the importance of collaboration and coordination among voluntary agencies and between voluntary agencies and their emergency management partners; and

6. Describe the entities (e.g., National Voluntary Organization Active in Disaster, the Donations Coordination Team) that foster government/voluntary agency coordination throughout the emergency management cycle.

Course Units

This course is organized into the following units.

Unit One: Introduction to Disaster Relief Voluntary Agencies. Provides an overview of voluntary agencies and describes the unique strengths that voluntary agencies bring to any disaster relief operation.

Unit Two: History of Disaster Relief Voluntary Agencies. Identifies historical milestones that contributed to the development of voluntary agencies in the U.S. This unit also describes the history of the voluntary agencies who are members of NVOAD.

Unit Three: Roles and Services of Disaster Relief Voluntary Agencies. Describes the roles and services that voluntary agencies may provide throughout each phase of the emergency management cycle. This unit also identifies each NVOAD member agency's area of specialization in disaster relief.

Unit Four: Working Together. Explains the importance of coordination between the different voluntary agencies and between voluntary agencies and their emergency management partners. This unit also explains the role and responsibilities of different organizations, committees, and positions that support collaboration among voluntary agencies.

Note: All photographs contained in this course are being used with the explicit permission of the voluntary agencies.

This course also contains several appendices.

Appendix A. Includes a list of acronyms and their definitions that are included throughout the course.

Appendix B. Includes a list of current NVOAD member agencies, including contact persons, addresses, telephone and fax numbers, and e-mail addresses.

Appendix C. Contains detailed steps for developing a state or local Voluntary Organizations Active in Disaster (VOAD).

Appendix D. Includes a list of recommended readings to help you continue learning after completing the course.

Appendix E. Lists the answers to the course pretest and Check Your Memory sections at the end of each unit.

Appendix F. Includes the course final examination instructions.

How To Complete The Course Units

This course is designed to be completed at your own pace. You will remember the material best if you do not rush through it. Take the time to study the material and jot down comments. Take a break after each unit and give yourself time to think about what you have just read. Then take the short quiz at the end of the unit. Check your answers on page E-2. If you have missed any questions, go back and review the material again.

COURSE PRETEST AND FINAL EXAMINATION

How to Complete the Pretest

This course contains a pretest at the end of this section. The purpose of the pretest is to provide an overview of the upcoming course materials and evaluate your current knowledge of the role of voluntary agencies in emergency management. Your score on the pretest should give you a better understanding of what areas of the course you should pay more attention to or spend more time studying. Since this is a pretest, you are **not** expected to know the answer to every question at this point.

There are 25 questions on the pretest. The test should take you approximately 15 minutes. Find a quiet spot where you will not be interrupted during this time. Read each pretest question and all the possible answers carefully before you mark your answer. There is only one correct answer for each test item. Mark the answer by circling the correct response. Complete all the questions without looking at the course materials.

When you have answered all the questions in the pretest, check your answers against the answer key that is provided on page E-1 at the back of the course. Your score will be meaningful only if you have answered all the questions before you begin the course.

After you have checked all your answers, begin reading *Unit 1: Introduction to Disaster Relief Voluntary Agencies*.

How to Complete the Final Examination

The final examination will test the knowledge you have gained from the course. Log onto http://training.fema.gov/IS/, click on Course List and follow the links to the course. Your test will be evaluated and results will be issued to you. If your score is 75 percent or above, a certificate of completion will be mailed to you.

PRETEST

1. Voluntary agencies are usually one of the first responders to arrive on a disaster scene.

   a. True
   b. False

2. Voluntary agencies at the national level support their local counterparts in responding to local disasters.

   a. True
   b. False

3. Which of the following voluntary agencies were created at the end of the Civil War to address social problems of that time?

   a. The Salvation Army
   b. Volunteers of America
   c. The YMCA
   d. All of the above

4. Which U.S. President began AmeriCorps, a national service movement that engages Americans in service to address critical social and environmental problems in our country?

   a. President Clinton
   b. President Reagan
   c. President Bush
   d. President Nixon

5. Which voluntary agency received a Congressional charter in 1905 mandating the organization to relieve persons suffering from disaster?

   a. The Salvation Army
   b. The American Red Cross
   c. Catholic Charities USA Disaster Response
   d. Volunteers of America

6. What was FEMA's founding date?

   a. March 1, 1977
   b. November 15, 1978
   c. April 1, 1979

d. September 1, 1981

7. Who was the founder of the Salvation Army?

   a. William Booth
   b. Maud Booth
   c. Clara Barton
   d. None of the above

8. Which of the following disasters led to the formation of National Voluntary Organizations Active in Disaster (NVOAD)?

   a. Anchorage Alaska Earthquake (1964)
   b. Hurricane Camille (1969)
   c. Hurricane Agnes (1972)
   d. Hurricane Hugo (1989)

9. Which of the following disaster relief problems led to the formation of NVOAD?

   a. Unnecessary duplication of effort by voluntary agencies
   b. Limited training for volunteers
   c. Inadequate communication between voluntary agencies
   d. All of the above

10. Voluntary agencies are involved throughout the entire emergency management cycle.

    a. True
    b. False

11. Which of the following activities would most likely occur during the recovery phase of the emergency management cycle?

    a. Providing food and water to individuals and families
    b. Developing community disaster plans
    c. Repairing roads that were damaged during the disaster
    d. Setting up shelters at local schools

12. Voluntary agencies leave the disaster scene after the immediate needs of individuals and families have been met.

    a. True
    b. False

13. Which of the following accurately lists the four phases of the emergency management cycle?

    a. Planning, preparedness, response, and recovery
    b. Planning, preparedness, relief, and response
    c. Mitigation, preparedness, response, and relief
    d. Mitigation, preparedness, response, and recovery

14. Mitigation may be described as any activity that . . .

    a. Expedites response activities.
    b. Occurs immediately after an emergency or disaster.
    c. Reduces or eliminates the future effects of disaster.
    d. Attempts to compensate for damage to a community's infrastructure.

15. Which of the following services may be provided immediately following a disaster?

    a. Feeding
    b. Shelter
    c. Search and Rescue
    d. All of the above

For questions 16 through 21, match the voluntary agency to the role/service it is most likely to provide during disasters.

16. Christian Reformed World Relief Committee	a. Volunteer management
17. World Vision	b. Communications
18. Friends Disaster Services	c. Mass Care
19. American Radio Relay League	d. Rebuilding
20. Church of the Brethren Disaster Response	e. Childcare
21. The American Red Cross	f. Advocacy

22. Mass care typically refers to providing which of the following services?

    a. Feeding
    b. Shelter
    c. First aid

d. All of the above

23. NVOAD is responsible for providing disaster relief services.

    a. True
    b. False

24. Which of the following addresses the additional needs of individuals that have not been met by local, State, Federal or voluntary agency assistance?

    a. The Donations Coordination Team
    b. The Resource Coordination Committee
    c. The Voluntary Agency Liaison
    d. NVOAD

25. Some of the key National Donations Management Strategy points include:

    a. Donations activities begin before a Federal declaration
    b. Cash to voluntary agencies is the preferred donation
    c. Only unsolicited goods and unaffiliated volunteers are of concern
    d. All of the above

Unit One

Introduction To Disaster Relief Voluntary Agencies

OVERVIEW

The series of severe disasters that have occurred since the late 1980's reminds us how vulnerable we are as a society. In order to avoid further great losses to life and property, it is imperative that we in governmental and non-governmental organizations be closely united and develop strong working relationships. Combining resources and applying them in a collaborative manner will help us develop disaster-resistant communities and prevent losses in the future. Strong collaboration will also lead to more effective disaster response and recovery activities. The first step in developing closer working relationships between governmental emergency management and non-governmental organizations is to learn more about one another.

In this unit, you will learn about:

- The purpose of this Independent Study course;
- The unique strengths of voluntary agencies; and
- Common misconceptions about voluntary agencies.

The purpose of *The Role of Voluntary Agencies in Emergency Management* is twofold. First, it is intended to increase the level of awareness of Federal, State, and local emergency managers, members of voluntary agencies, and the general public about the roles of voluntary agencies in emergency management. Second, it is intended to encourage further collaboration between government and voluntary agencies in emergency management. The subject matter is geared toward an introductory level, however, readers are encouraged to explore more about the voluntary agency sector through additional resources listed in Appendix D.

This Independent Study course addresses voluntary agencies whose chief missions include the provision of disaster mitigation, preparedness, response, and recovery services to the public. The focus is clearly on the well-established Voluntary Organizations Active in Disaster (VOAD) movement, including the State and local VOADs emerging around the country and the National Voluntary Organizations Active in Disaster (NVOAD). NVOAD provides guidance, conference forums, leadership development, and other technical assistance to the State and local VOADs. It is understood that the VOAD movement is an open and inclusive movement and that any non-profit organization committed to emergency management work that meets the basic membership criteria is welcome to join.

You will find certain key themes in much of the work of voluntary agencies. Perhaps the overarching themes include:

- Service to marginal or vulnerable populations, both rural and urban;
- An emphasis on capacity-building, whereby a disaster-affected community is encouraged to learn and grow from the disaster experience;
- The idea that all disasters are local and there will be a strong emphasis on local participation and leadership in decision-making; and
- The extraordinary opportunity that voluntary agencies provide for literally millions of people throughout the country to get involved in their communities to help themselves and others. This theme is one that contributes toward a more civil society that benefits us all.

The expectation is that completing this Independent Study will lead to a better understanding of the roles of disaster relief voluntary agencies which will facilitate closer and more effective working relationships among all emergency management partners. These collaborative relationships will, in turn, lead to a higher level of public service to communities throughout the country—a common goal for both governmental and non-governmental organizations.

AN EXAMPLE OF VOLUNTARY AGENCIES IN ACTION

"We will rebuild and we will be stronger and we will be in it together."

— Pat Owens, Mayor of Grand Forks, North Dakota

The case study that follows describes a devastating disaster event—the Red River Floods of 1996-1997. It indicates how, in response to this event, voluntary agencies, local, State, and Federal governments, and the community at large worked together to meet the needs of the disaster-affected individuals and families. The purpose of this case study is to begin introducing you to the array of services provided by disaster relief voluntary agencies and to emphasize the importance of collaboration between all emergency management partners in disaster response and recovery.

The Red River Floods

The winter storms that led to the Red River Floods began before Thanksgiving with "Blizzard Andy" (1996) and ended after Easter with "Blizzard Hannah," (1997) the fiercest of all—a storm with the force of an Atlantic hurricane and the cold of an arctic night. Every community in the Red River basin endured the blizzards.

Volunteers built dikes around many homes in South Fargo, North Dakota, following the Red River Floods.

In early March 1997, flooding began in southern Minnesota and quickly spread to South Dakota and North Dakota. The greatest devastation occurred in Grand Forks, North Dakota, and East Grand Forks, Minnesota, following the failure of the dike system, which required over 50,000 people to evacuate their homes. Many small rural communities throughout the southern and central part of Minnesota and eastern North Dakota were also affected by the flooding.

Evacuees found themselves in need of emergency housing, mass feeding, and personal care items. The need for emergency response during this disaster was so massive that no local government, community, or voluntary disaster relief agency could alone address all the needs of the disaster victims. Disaster relief voluntary agencies, such as the Salvation Army, the American Red Cross, Adventist Community Services, Southern Baptist Disaster Relief, and Mennonite Disaster Service, quickly partnered with local communities and the government at all levels to assure a

successful response to the flood victims assisted.

Some specific examples of the collaborative efforts of these emergency management partners are highlighted below.

- Rural communities around the area opened their doors to the flood victims, and neighborhoods of 2,000 to 3,000 people tripled their populations overnight. In addition, at the height of the flood, over 1,400 evacuees become the personal guests of Air Force personnel who lived in base housing near the affected areas.

- A United States Air Force base, located 17 miles west of Grand Forks, North Dakota, became a temporary home for thousands of evacuees. Three large airplane hangars were quickly converted into mass shelters which were co-managed by the American Red Cross and the Salvation Army.

- Southern Baptist Disaster Relief dispatched a large food-preparation trailer to the Air Force base for the evacuees. The Salvation Army and the American Red Cross transported and served meals prepared by the Southern Baptists. Air Force personnel supervised and coordinated this mass feeding effort, maximizing the contributions of each voluntary agency.

- Families from Mennonite Disaster Services provided assistance to the Salvation Army in operating a major distribution center for donated goods and in running their social services office. While the husbands from Mennonite Disaster Services worked in the warehouse and distribution center, their wives provided assistance in the Salvation Army's social service office. The Salvation Army, in return, provided housing and meals for the Mennonite families.

- As a shortage of food supplies at the distribution center began to develop in June, the Fargo Food Bank responded by providing needed food supplies for a six-week period.

- Southern Baptist Disaster Relief opened an emergency day care center just a few doors down from the Salvation Army's distribution center. As activities at the day care center developed and supply needs emerged, the Salvation Army was able to respond with goods housed at their warehouse. As a result, a strong working relationship developed between these two voluntary agencies.

- Throughout the response effort, volunteers were recruited from St. Paul and Minneapolis through area voluntary agencies, local corporations, and the media. For example, the NBC KARE 11 television station in the twin cities partnered with local voluntary agencies to provide months of volunteer support to the disaster area. Northwest Airlines donated a DC-10 on three different occasions to fly several hundred volunteers to participate in a one-day community restoration house cleaning project. The University of North Dakota provided housing for these volunteers.

As these examples indicate, the Red River Floods provided many unique opportunities for cooperative partnerships between disaster relief voluntary agencies, the local, State, and Federal governments, the corporate world, and the public at large. As a

result, thousands of disaster-affected individuals and families received timely and effective assistance.

VOLUNTARY AGENCIES: STRONG EMERGENCY MANAGEMENT PARTNERS

The Red River Floods disaster is an excellent example of how voluntary agencies are critical partners in helping communities recover from the devastating effects of disasters. Although this example dealt with the flooding of a river, many of the services provided by voluntary agencies and the partnerships that developed could also result from a hurricane, earthquake, tornado, or act of terrorism. Discussed below are some unique strengths of voluntary agencies that make them such effective partners with the other providers of emergency management services.

Involved Throughout the Emergency Management Cycle

Voluntary agencies are involved in all four phases of emergency management – mitigation, preparedness, response, and recovery. During **mitigation**, voluntary agencies educate their constituencies and communities about what they can do to reduce the damage of future disasters. They also advocate for programs and legislation that mitigate disaster damage and loss of life. During the **preparedness** phase, voluntary agencies assist in developing community disaster plans, train disaster responders, and provide community disaster education. Voluntary agencies provide mass care services and emergency assistance including sheltering, feeding, and clothing of individuals and families during the **response** phase. Finally, during disaster **recovery**, voluntary agencies work in partnership with the government and the affected community to identify and meet the remaining long-term recovery needs of disaster victims.

"While the public is aware of the vital role that disaster relief voluntary agencies play in providing emergency assistance during a disaster, people often don't realize that these organizations continue to provide help long after the emergency has passed."

— Dick Buck, Federal Coordinating Officer

Unit Three: Roles and Services of Disaster Relief Voluntary Agencies in Emergency Management will discuss the specific services that voluntary agencies provide during each of these four emergency management phases.

First To Arrive, Last To Leave

Voluntary agencies are usually one of the first responders to arrive on a disaster scene. Because many agencies are community-based, they are able to mobilize quickly and provide immediate emergency response activities such as feeding, sheltering, and clothing victims. Voluntary agencies are almost always on the scene prior to a Presidential declaration and oftentimes provide their services when a Presidential declaration is not needed.

There are also a number of voluntary agencies that are involved in long-term recovery activities including rebuilding, clean-up, and mental health assistance. Some voluntary agencies focus solely on the long-term needs of communities, responding in weeks 6-8 of the disaster. In some cases, these agencies will continue to work on long-term activities for several years.

Volunteers from Friends Disaster Service work throughout the recovery phase rebuilding homes after a tornado hit Tennessee in 1995.

Trusted by the Public

Voluntary agencies are trusted for the following reasons:

- Have knowledge and awareness about the local community and its unique circumstances and sensitivities;
- Have volunteers who are qualified to address the unique needs of the affected community;
- Have access to and established relationships with local populations who may not trust the government;
- Have staff and volunteers who are representative of the many different populations in the community;
- Are considered “good stewards” of resources and donations; and
- Are skilled in listening to and respecting the privacy of confidential information such as immigration concerns, family issues, and mental health problems.

By serving as a critical link between the community and the government, voluntary agencies help promote a quick and efficient disaster relief effort.

Nazarene Disaster Response District Director Ron McCormick listens to and encourages home owners following the Little Rock, Arkansas, tornadoes.

Community-Based

Most voluntary agencies work closely with the populations they end up assisting in times of disaster. Voluntary agencies are well grounded in the communities they serve. Often, volunteers within these agencies are friends and neighbors who are committed to community service. Because of this relationship with the community, voluntary agencies are able to incorporate the values, priorities, and spirit of the community in their disaster relief efforts. Additionally, voluntary agencies are frequently able to identify specific individuals, families, or groups who have special needs during disaster, based on their prior experience of working with the community.

Local volunteers from the Christian Reformed World Relief Committee provide rebuilding services in Fort Smith, Arizona.

Flexible, Innovative, Resourceful

Voluntary agencies are often less hampered than governments by bureaucratic red tape and political considerations. Decentralized, bottom-up organizational structures help ensure that their programs reflect people's needs, and their independence allows them to be more innovative. Because they rely on the trust of private donors, voluntary agencies have a strong incentive to use their resources efficiently. Every disaster, community, and response and recovery effort is different, and voluntary agencies have the flexibility, innovation, and resourcefulness to "think outside of the box" and provide service to the most people in the most effective manner possible.

An Innovative Approach to a Difficult Problem

During a recent disaster, it came to the attention of some voluntary agencies that in the midst of destruction and severe housing shortages, some government-owned properties stood vacant. Voluntary agencies called upon several local attorneys, real estate agents, and construction workers to help identify these properties, make minimal repairs, and move homeless disaster victims into the properties. It took innovative thinking, flexibility, and resourcefulness on the part of the voluntary agencies to accomplish this task and provide housing for the disaster victims.

Complement Government Services

While government disaster assistance programs are critical to the recovery of affected communities, they are limited in scope and range of services. Voluntary agencies can help families make assistance go as far as possible by providing supplementary services where possible, as well as providing advice on how to use the assistance for the greatest gain.

Throughout the emergency management cycle, voluntary agencies assist the government in a wide range of activities including damage assessment, search and rescue missions, mass feeding and sheltering, cleanup and debris removal, construction of temporary housing, and rebuilding private homes. Additionally, voluntary agencies have trained volunteers with unique skills that can't be provided by the government employees. For example, many of the faith-based agencies have clergy and other individuals who are specially trained in providing spiritual counseling to disaster survivors.

COMMON MISCONCEPTIONS ABOUT VOLUNTARY AGENCIES AND THEIR DISASTER RELIEF ASSISTANCE

Myth: Voluntary agencies should be able to address all of the needs of disaster victims following a disaster.

Reality: Voluntary agencies, working alone, cannot be expected to meet the wide array of human needs that arise after a disaster. When voluntary agencies collaborate with their other emergency management partners—local, State, and Federal Government, local business, and the general public—there is a much greater chance of a successful disaster relief effort. In addition, it is important to note that voluntary agencies focus on meeting the needs of the most vulnerable disaster victims, rather than trying to meet all the needs of the entire community.

Myth: Voluntary agencies receive a considerable amount of government funding to provide disaster relief.

Reality: With few exceptions, voluntary agencies receive no government funding for disaster relief. Most voluntary agencies receive their disaster relief funds from private donations. For example, many of the faith-based agencies will establish disaster relief funds to which its member constituencies will contribute.

Myth: The national offices of voluntary agencies and the Federal level of government know best how to respond to disasters.

Reality: All disasters are local and being sensitive to the needs of the locally-affected communities should be a constant priority for all emergency workers. Local emergency management authorities should be supported, not directed, by their national offices. While outside help in a disaster is often needed and welcomed, everyone needs to remember that the goal is to support the local community and not overtake it.

Conflicts may arise when the national teams and the local response teams do not coordinate and collaborate. One example is a national team making a decision on behalf of its local affiliate without understanding the cultural, economic, and political sensitivities of the local community. In this case, the credibility of the local response team may be jeopardized, possibly harming that agency's level of trust in the community, its funding base, and ultimately its effectiveness in responding to the communities' needs.

Myth: If a disaster victim receives disaster assistance from a voluntary agency then they are not eligible for government assistance.

Reality: This is a common myth that causes confusion and, as a result, sometimes a delay in disaster assistance. The government disaster assistance programs are based on a verified need. If a disaster victim has received assistance from a voluntary agency and is still in need of assistance, they should seek assistance from all available sources, including government programs. The sequence of disaster assistance is such that government and voluntary agency programs augment and support each other so that a disaster victim can be afforded the maximum possible eligible programs. As an individual progresses through the sequence of delivery, unmet needs are noted and the individual is referred to the next applicable program. Also noted are disaster-caused needs that are met, so that possible duplication of benefits can be avoided. It is therefore important that anyone who has disaster-caused needs be encouraged to contact the American Red Cross, other voluntary agencies providing assistance, and their local, State and Federal governments.

Myth: Most unsolicited donated goods and unaffiliated volunteers are useless and a hindrance to important emergency response operations and therefore should not be allowed into the area.

Reality: Uncontrolled numbers of donated goods and services can seriously interfere with response operations. However, many of these goods and services can be converted into valuable resources for response and for longer term recovery needs when a State works closely with its voluntary agency partners and addresses the issue rather than overreacting and closing down the supply of these donated resources.

SUMMARY

Voluntary agencies are valuable partners in emergency management because of the unique benefits they are able to provide to disaster victims. Voluntary agencies today are more organized, efficient, and credible than ever before. They are also extremely committed to the values of open communication and collaboration that allow them to serve the needs of individuals, families, and communities most effectively.

In *Unit Two: History of Disaster Relief Voluntary Agencies*, you will be provided with historical milestones of disaster relief efforts in the U.S. You will also learn about the unique histories of different voluntary agencies and how they developed into the organizations they are today.

CHECK YOUR MEMORY

Once you have completed the questions below, check your answers on page E-2.

1. Which of the following is a key theme in the work of voluntary agencies?

   a. Voluntary agencies provide service to vulnerable populations.
   b. Voluntary agencies encourage disaster-affected communities to learn and grow.
   c. Voluntary agencies provide an opportunity for millions of people throughout the country to serve their communities.
   d. All of the above

2. Voluntary agencies are involved in all four phases of emergency management—mitigation, preparedness, response, and recovery.

   a. True
   b. False

3. Voluntary agencies typically do not arrive at disaster scenes until after the Federal government.

   a. True
   b. False

4. Which of the following is a misconception about voluntary agencies?

   a. Voluntary agencies receive a considerable amount of government funding to provide disaster relief.
   b. Voluntary agencies are most effective when working in collaboration with their emergency management partners.
   c. Uncontrolled amounts of donated goods and services can interfere with the response operations of voluntary agencies.
   d. None of the above.

5. Voluntary agencies focus on meeting the needs of the most vulnerable disaster victims.

   a. True
   b. False

Unit Two

The History Of Disaster Relief Voluntary Agencies

INTRODUCTION

Volunteering to serve the needs of others has existed for thousands of years, across many continents, and across many different cultures and faiths. For example, historical records show that as far back as 2000 B.C. an ancient Babylonian King wrote to his subjects that they must " . . . see that justice be done to widows, orphans, and the poor." Volunteerism has always been an important part of U.S. history, helping this country survive many wars, illnesses and plagues, social problems, and natural and manmade disasters.

In this unit, you will learn about:

- The history of volunteerism in the U.S.;
- The roles that disaster relief voluntary agencies have served in historical disasters; and
- The history of NVOAD member agencies.

In this unit, you will learn about the history of volunteerism in the U.S. and how volunteerism has helped make this country what it is today. You will also become aware of how this spirit of volunteerism in America spread and grew within the area of disaster relief.

VOLUNTEERISM IN THE U.S.: A LONG AND PROUD TRADITION

Volunteers have contributed to and impacted the course of U.S. history for centuries. Unfortunately, all of their contributions cannot be discussed here. However, on the next few pages is a chronological presentation of some of the most important activities that volunteers have performed in the U.S. from the colonial period to the present day.

The Colonization of America (1607-1781)

Early European settlers in the American colonies all had the same priority of survival. Food, shelter, and defense were their primary concerns. Because of these conditions, voluntary cooperation often meant the difference between life and death. These are some examples of volunteerism during the colonial period.

- Illnesses contracted by individuals or families were treated through pesthouses — basic shelters built in remote areas for the purpose of quarantine. Medical and nursing care were administered on a voluntary basis. Clothing and food were donated by individuals or by the community.

- In 1736, Benjamin Franklin began the first volunteer firefighting company in Philadelphia.

- Women volunteered in every aspect of the Revolutionary War. They organized the Daughters of Liberty, boycotted British goods, collected funds, and published newspapers in support of the colonies' cause.

New American Frontiers (1782-1850)

After the Revolutionary War, the original colonies grew in size and the original frontier was pushed further west as more states joined the Union. Voluntary cooperation was still necessary for survival. Frontier families were dependent upon each other to reach their destination and then to form productive settlements. Voluntary land clubs and claim associations provided relief to poor farm families and helped protect them against foreclosures.

Another example of community voluntary action during this time period occurred during the Yellow Fever Epidemic in Philadelphia in which the community donated money, tents, clothes, food, and medical services to aid the sufferers.

The Civil War Period (1851-1899)

The period just before the outbreak of the Civil War was characterized by a high degree of citizen involvement. Many relief associations sprang up during this time to address the problem of rampant unemployment in the cities. Foster home placement of homeless children began at this time through agencies such as the New York Children's Aid Society, which was founded in 1853.

The most notable aspect of volunteerism during the Civil War was the involvement of women in the war. Soon after the Civil War began, women organized themselves into Ladies' Aid Societies for the purpose of making bandages, shirts, drawers, towels, bedclothes, uniforms, and tents. Some women volunteered in more dangerous ways, acting as spies, couriers, guides, scouts, saboteurs, smugglers, and informers.

The need for arms and ammunition was met by private volunteer efforts during the war. Huge amounts of money were raised, often from donated jewelry, to buy and construct gunboats and other necessary fortifications. In addition, charitable organizations in the North and South provided food, drinks, and spiritual comfort to the soldiers of the Civil War.

The U.S. Christian Commission headquarters in Washington, D.C., "served hot coffee, prayers, and general good cheer" to Union soldiers.

After the war ended, a number of voluntary organizations sprang up to attend to all types of social problems. Some of these organizations included the Salvation Army, the YMCA, the National Association for the Deaf, Volunteers of America, and the Society for the Prevention of Cruelty to Animals.

Industrialization and the First World War (1900-1919)

By the early 1900's, community involvement clubs, such as the Rotary Club (1910), the Kiwanis Club (1916) and the Lions Club (1916) had developed. By World War I, the Boy Scouts of America had become the preeminent boys' organization in the U.S. In 1905, the American Red Cross received a Congressional charter that mandated the organization to provide disaster relief in the U.S.

When World War I was officially declared, American women again mobilized extensive support systems. The National Woman's Committee quickly formed state organizations, which in turn developed local committees of volunteers in every county and city. In this war, some women even went abroad with the troops for the first time. Women volunteers from the Salvation Army served as chaplains and "Doughnut Girls" during World War I. The war brought unprecedented cooperative action between voluntary organizations. The YMCA, YWCA, National Catholic War Council, Jewish Welfare Board, Salvation Army, and American Red Cross all coordinated their efforts to assist the soldiers and the public.

Women volunteers with the Salvation Army served doughnuts, pastries, and coffee to coastguardsmen during World War I.

The Great Depression and World War II (1920-1945)

During the Depression, enormous changes took place in the social welfare field. Churches and local voluntary agencies were incapable of meeting the needs of the people they had helped in the past. With the launching of the New Deal, new Federal laws were enacted that offered pensions, maternity and dependency assistance, low cost housing, and subsidized school and health programs.

Many families during the Depression were aided by innumerable soup kitchens and bread lines established by charitable volunteers, as well as donations of clothing, food, and other goods by families who were able to give. For example, Volunteers of America mobilized all of its resources to assist the millions of unemployed, hungry, and homeless. Relief efforts included employment bureaus, wood yards, soup kitchens, and "Penny Pantries," where every food item cost one-cent.

The Depression elicited many charitable responses, including collections of used clothing and goods from almost every family able to give.

Upon American entry into World War II, the American Red Cross recruited more than 71,000 registered nurses for military duty. The American people further supported the Red Cross through contributions of nearly $785 million. During World War II, Adventist Community Services established warehouses in New York and San Francisco to process materials to ship overseas to Europe, North Africa, and parts of Asia. Volunteers of America organized community salvage drives collecting millions of pounds of scrap metal, rubber, and fiber for the war effort.

Post World War II, through the Vietnam War, (1946-1969)

World War II heightened American willingness to aid other countries, especially by providing food to other nations in need. President Truman encouraged the American people and businesses to volunteer their time and resources to help other countries hurt by the war.

One of the most well-known voluntary health efforts during this time involved the Salk Vaccine against polio. From 1953 to 1955, more than 200,000 volunteers helped the vaccine tests proceed smoothly by moving youngsters through lines, dispensing lollipops and "Polio Pioneer" buttons, staffing recovery rooms, keeping records, checking supplies, and preparing press releases to keep rumors under control.

President Kennedy began the Peace Corps in 1961 to send dedicated and skilled American volunteers to help the world's developing nations. President Johnson initiated Volunteers in Service to America (VISTA) to work on problems here at home.

"If a free society cannot help the many who are poor, it cannot save the few who are rich."
— John F. Kennedy

Volunteering During the Past Three Decades

Concerns over the past three decades have focused on hunger, homelessness, crime, drug abuse, education, and environmental issues. Many volunteer programs were initiated during this time and continue today. For example:

- The Nixon Administration launched a peacetime effort to stimulate a major American volunteer force. Over 24,000 full- and part-time volunteers in six existing programs were brought together to form ACTION. ACTION included the Peace Corps, VISTA, the Foster Grandparent Program, Retired Senior Volunteer Program (RSVP), the Service Corps of Retired Executives, and the Active Corps of Executives. Two segments of the population that became actively involved in voluntary efforts during this time were students and senior citizens.

- President Carter helped establish and continues to sponsor Habitat for Humanity which has organized home building programs in more than 300 American communities.

- President Bush helped create the Points of Light Foundation, a non-partisan, non-profit organization devoted to promoting volunteerism. The Foundation believes that bringing people together through volunteer service is a powerful way of combating disconnection and alleviating social problems. *More information on the Points of Light Foundation is provided later in this unit.*

- President Clinton began AmeriCorps, a national service movement that engages Americans of all ages and backgrounds in service to address the most critical problems in our nation's communities, in areas of education, public safety, the environment, and other human needs. In exchange for a year of service, AmeriCorps members earn a living allowance and an educational award to pay back student loans or finance college, graduate school, or vocational training.

THE ROLE OF VOLUNTARY AGENCIES IN HISTORICAL DISASTERS

Clearly, volunteerism has had a very important place in American history. Volunteers have impacted every major social, political, environmental, and health issue for the past three and half centuries. It seems natural, therefore, that this American spirit of volunteerism has presented itself in the area of disaster relief.

"In communities devastated by mud slides, ice storms, flash floods, or tornadoes, volunteers have opened their hearts and homes to offer shelter, hot meals, building materials, and - most important - the hope and support that people desperately need to begin putting their lives back together. This spirit of citizen service has deep and strong roots in America's past, and by nurturing this spirit we can help to ensure a better future for our Nation."

— President Clinton, National Volunteer Week, 1998

For many decades, voluntary agencies have been on the scene of natural and manmade disasters to provide aid to individuals, families, and communities. Outlined below are brief descriptions of some historical disasters that date from the late 1800's in which voluntary agencies provided disaster relief services. In addition to these major disasters, it is important to understand that voluntary agencies respond to disasters of all different sizes and scope. For example, the American Red Cross alone responds to over 64,000 disasters per year including many individual house fires throughout the country.

The Johnstown Flood (1889)

The deadliest flood in U.S. history broke loose on Friday, May 31, 1889, in Johnstown, Pennsylvania. When an estimated six to nine inches of rain poured into the Conemaugh River basin, the river jumped its banks and the South Fork Dam burst. By late morning, water was rushing into factories, stores, and homes at 20 to 40 miles per hour. The final death toll was 2,209.

The Johnstown Flood was a major test for early disaster relief voluntary organizations, such as the American Red Cross. This disaster challenged their ability to deal with a large-scale, man-made disaster. Voluntary relief teams found "thousands dead in the river beds, twenty thousand without food but for the Pittsburgh bread rations, and a cold rain which continued unbroken by sunshine for forty days." The American Red Cross set up food and water stations, provided medical care, and established mass shelters to house the disaster victims.

Hurricane and Storm Surges in Galveston, Texas (1900)

On September 8, 1900, hurricane and storm surges began hitting Galveston, Texas. The storm killed 6,000 people, 15 percent of the area's population. It left an additional 5,000 injured and 10,000 homeless. The city burned fires day and night for weeks on

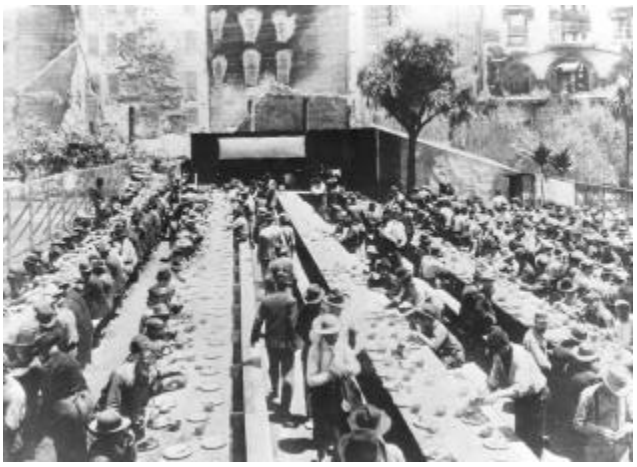
end to discard the debris and thousands of corpses and animal carcasses that made the streets impassable.

The American Red Cross, the Salvation Army, and other voluntary agencies set up a warehouse for the distribution of clothing, including one million donated clothing items. These agencies also established shelters for the homeless and provided relief to farmers by purchasing new plants and seeds. The Salvation Army sent officers from across America to go to the disaster site and provide spiritual counsel and assistance. Following the Galveston Hurricane, the Salvation Army developed local, regional, and national disaster service programs. The Galveston Hurricane was the last time that Clara Barton of the American Red Cross, then 78 years old, actively participated in a disaster relief project.

This drawing depicts the devastating tidal waves that resulted from Galveston Hurricane. (Used with the permission of the American Red Cross.)

San Francisco Earthquake (1906)

A massive earthquake hit the city of San Francisco on the morning of April 18, 1906, leaving nearly 700 people dead, hundreds more injured, and 250,000 homeless. For San Franciscans, the earthquake marked only the beginning of the disaster. Minutes after the first tremors subsided, fires erupted and spread through the crippled city.



The American Red Cross established massive relief operations following the San Francisco Earthquake. (Used with the permission of the American Red Cross.)

The U.S. Army, voluntary agencies, and citizens' relief groups collected, organized, and distributed contributions and supplies and set up soup kitchens and temporary shelters for the homeless. The American Red Cross set up tent cities for tens of thousands of disaster victims and kept them running for many months. Volunteers of America ran a special train to take orphaned children to safety.

The aim of voluntary agencies was to "encourage self-reliance, and not provide service as an outright gift, to induce pauperization."

Following this disaster, the American Red Cross realized the importance of focusing on the solicitation of cash donations, rather than in-kind items, which were often times inappropriate for meeting the victims' needs. Based on this conclusion, the American Red Cross determined that from this point forward its donations would be in the form of grants.

Mine Disaster of Cherry, Illinois (1909)

On November 13, 1909, 256 people were buried in a coal mine explosion in Cherry, Illinois, including rescuers who were trapped in a fire on the second level of the mine.

Following this disaster, the Cherry Relief Commission was established to consolidate several voluntary organizations that provided relief to the victims of the mine disaster. This Commission provided financial assistance to the widows and orphans of the men who were killed, including pensions for widows, lump sum allowances for other dependents of men killed, and the payment of attorney expenses incurred in law suits against the mining company. The Commission had a national impact. Workmen's compensation laws were passed in many states to force industries to take more responsibility for the welfare of their employees.

The Great Mississippi Flood (1927)

During the 1920's and 1930's, voluntary agencies responded to many floods throughout the U.S. However, the Great Mississippi Flood of 1927 was the most devastating of all. More than five million acres of farmland were ruined.

The American Red Cross set up 154 refugee camps to care for more than 325,000 people. Voluntary agencies spent millions of dollars on clothing, food, seed for planting, furniture, and vocational training, as well as for an immunization program that fought rampant smallpox, malaria, and typhoid fever. Dr. Robert R. Moton, President of the Tuskegee Institute, established the Colored Advisory Commission to promote interracial cooperation for flood relief.

The Major Drought of 1930-1931

During the summer of 1930 and into 1931, a major drought caused great damage to millions of people living in 23 southern, midwestern, and northwest states. During the "Year of the Great Drought," as it was called, voluntary agencies provided individuals and families with food, clothing, medical aid, shelter, and other assistance. The American Red Cross, alone, provided assistance to 2,750,000 people and distributed more than $11 million worth of food, clothing, and seeds for planting. There were never fewer than 70,000 persons being aided by the American Red Cross at any one time. At the peak of relief work, more than 2,000,000 were being helped. Other voluntary agencies supplemented this assistance.

Anchorage Alaska Earthquake (1964)

On March 27, 1964, the strongest North American earthquake ever recorded hit Anchorage, Alaska, killing 115 people and causing millions of dollars worth of damage. Although collapsing buildings killed several people, the ocean claimed most of the 115 victims. Almost instantly after the quake, large waves triggered by landslides began to hammer coastal communities. The Alaskan quake had a magnitude of 9.2 and released roughly 5,000 times the energy of the 1994 jolt in Northridge, California.

The Federal Government and voluntary agencies rushed in to provide food, shelter, and clothing to disaster victims. This disaster marked the beginning of more Federal involvement in the costly rehabilitation phase of disaster work. For example, shortly after the disaster, Congress passed legislation making funds available to pay off mortgages still owed by many of the disaster victims.

Hurricane Camille (1969)

Hurricane Camille was the second strongest Category 5 hurricane in U.S. history. With winds in excess of 200 mph and tides of 20 feet, Hurricane Camille smashed into the Mississippi Gulf Coast on Sunday night, August 17, 1969, and continued its devastating path into Louisiana and Alabama until the early hours of Monday, August 18th. Hurricane Camille claimed the lives of 256 people and reduced buildings to rubble. The world's longest bridge, the 26-mile long Pontchartrain Causeway, was submerged from Camille.

During this disaster, criticism arose from especially hard hit minority groups that voluntary agency case workers were providing uneven assistance because of socio-economic biases. In response to these criticisms, the American Red Cross established standardized guidelines for providing equal and fair assistance to everyone, regardless of their race, religion, or socio-economic position.

Hurricane Camille led to the formation of NVOAD. After Hurricane Camille, it became clear that voluntary agencies were responding to the needs of disaster victims in a fragmented, uncoordinated manner. Representatives from several voluntary agencies began to meet on a regular basis to share their respective activities, concerns, and frustrations in disaster response. On July 15, 1970, representatives from seven voluntary agencies came together in Washington, D.C. to form NVOAD. See *Unit 4: Working Together* for more information on NVOAD.

Hurricane Hugo (1989)

In September 1989, Hurricane Hugo swept through the Caribbean, Puerto Rico, U.S. Virgin Islands, and South Carolina. Hugo's force decreased as it moved over the northeastern U.S., but it already had caused at least 65 deaths, destroyed over 16,500 homes, damaged another 140,000, and disrupted electricity and water supplies to thousands of homes, schools, and offices. Estimated losses from Hurricane Hugo were $4.2 billion, the first disaster to exceed $1 billion.

Hurricane Hugo emphasized the importance of creating a system for managing unsolicited goods and unaffiliated volunteers, which became serious problems for local emergency managers and voluntary agencies during this disaster. Shipments of questionable donated goods required valuable warehouse space, labor, transportation, and other resources.

The emergence of the Resource Coordination Committee/Unmet Needs Committee, an avenue by which disaster victims apply for and receive additional assistance from voluntary agencies, developed during Hurricane Hugo. See *Unit 4: Working Together* for more information on the Resource Coordination Committee/Unmet Needs Committee.

Hurricane Andrew (1992)

On August 24, 1992, Hurricane Andrew roared through south Florida with winds of 145 mph and gusts up to 174 mph. Winds punched through windows, snapped trees, flipped trucks, and ripped roofs off homes. Boats and planes were dragged across fields and piled up on lawns. In Andrew's grip, mobile homes crumpled like tin cans. Forty-one people were killed in Hurricane Andrew. The storm also destroyed roughly 25,000 homes, damaged 100,000 more, and left 250,000 people temporarily homeless. Hurricane Andrew was the costliest storm in U.S. history, totaling $20 billion in damage in Florida, and ruining another $41 billion in buildings and crops in Louisiana and Mississippi.

Voluntary agencies set up shelters for evacuees. It quickly became evident that the sheltering requirements for tens of thousands of residents was beyond the capacity of the voluntary agencies. For the first time, voluntary agencies and the military worked together to provide temporary "life support centers" to accommodate large numbers of people. The problem of unsolicited goods also required significant military support in the receiving, storing, transporting and distributing of these goods. This lack of donations management planning on the part of emergency management at all levels and the voluntary agencies led to the first serious effort to address what had become known as "the second disaster."

This is an example of the enormous waste of donated clothing after Hurricane Andrew. Poor donations management planning can lead to horrendous logistics and public relations problems. Ultimately, it results in poor service to both the donors and the community in need.

The Midwest Floods (1993)

The torrential rains that hit the Midwest in June and July of 1993 defied the efforts of volunteers who placed sandbags in front of the relentless waters. During the floods, more than 14,500 people took refuge in shelters set up by voluntary agencies. In all, some 47,000 families were affected.

Streets were flooded for weeks in Vinton, Ohio during the Midwest Floods.

The concept of the Resource Coordination Committee/ Unmet Needs Committee was implemented to a point never seen before during the Midwest Floods. Over 400 groups were organized through a collaborative effort of the American Red Cross, FEMA, the Church World Service, and the affected states. An unmet needs handbook, providing information and guidelines for this process,

was also developed and later adopted by NVOAD.

The Midwest Floods marked the first time that a comprehensive unsolicited donations coordination effort was introduced. FEMA, based on lessons learned from Hurricane Andrew, introduced the concept of a Donations Coordination Team complete with a Coordination Center, State-based donations hotlines, proactive press releases, intensive field logistics, donations intelligence, and effective coordination with the FEMA Voluntary Agency Liaison and other key emergency managers. As a result, much of the public in-kind contributions were found to be helpful to the overall relief effort, rather than causing the types of problems experienced in the recent past.

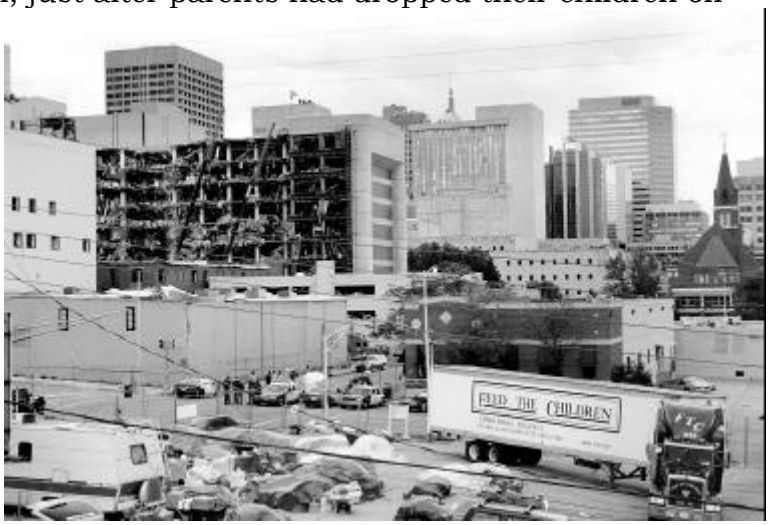
"We salute those who built fortresses from sand, plastic, and snow fence. Those who spread straw, filled bags, fought heat, sun, rain, and insects. Those who loaned boats and vehicles, time and expertise. Those who manned telephones and command posts, cut string, made headbands, scrubbed laundry, and drove the trucks. Those who baked brownies and pies, fried chicken, made sandwiches, hauled water and ice. Those who gave shots, socks, coolers, sunscreen, towels, pasture, storage, and babysitting. All those who gave up a piece of their lives with compassion, leadership and reassurance. You have been true to your heritage."

— Full page ad run in Quincy Broadcasting Company paper after the Midwest Flood of 1993.

It was also during the Midwest Floods that it became abundantly clear to FEMA that mitigation should be a continuous process that exists independent of disaster declarations and as an integral part of all programs, including individual assistance, public assistance, and response programs. The voluntary agencies showed a strong interest in mitigation and proved to be important advocates in this area.

The Oklahoma City Bombing (1995)

On April 19, 1995, around 9:05 am, just after parents had dropped their children off at day care at the Murrah Federal Office Building in Oklahoma City, the unthinkable happened. A massive bomb inside a rental truck exploded, blowing half of the nine-story building into oblivion. A stunned nation watched for nearly two weeks as the bodies of men, women, and children were pulled from the rubble. When the smoke cleared and the exhausted rescue workers packed up and left, 168 people were dead in the worst terrorist



The Murrah Federal Building in Oklahoma City after a massive bomb inside a rental truck exploded in front of the building.

attack on U.S. soil.

The Oklahoma City bombing required the counseling skills of many voluntary agencies on a long-term basis for both disaster victims and disaster relief workers. Following this disaster, several voluntary agencies such as Church World Service and the Salvation Army, began to more closely examine their roles in providing pastoral care following acts of terrorism in the U.S.

The private sector worked closely with voluntary agencies and made extraordinary donations in the aftermath of the bombing. For example, the Oklahoma Restaurant Association donated between 10,000 and 15,000 freshly prepared meals a day to the large number of response workers. The United Parcel Service donated countless hours of intra-city transportation services in support of the local government, the voluntary agencies, and all of the rescue workers.

Hurricane Marilyn (1995)

During the hurricane season of 1995, 21 hurricanes battered the Florida and Alabama coastline forcing many residents from their homes. Hurricane Marilyn which struck the Caribbean on September 14 and caused damage to Puerto Rico, St. Thomas, and St. Croix was the most costly storm of all. The total cost of damage from Hurricane Marilyn was over $1.5 billion.

During Hurricane Marilyn, there was a unique level of government/ voluntary agency coordination. For example, two weeks into the disaster, Adventist Community Services took over the coordination of warehousing and the distribution of some Federal relief supplies. Mennonite Disaster Services, Church of the Brethren, and Christian Reformed World Relief Committee began tent platform building and installation on disaster victims' properties to reduce the shelter populations. FEMA supported this effort by providing ground transportation, building supplies, and equipment. For example, FEMA provided air transportation for the leaders of several voluntary agencies into the disaster area.

Volunteers from Christian Reformed World Relief Committee provide clean-up and rebuilding assistance in St. Croix following Hurricane Marilyn.

THE HISTORY OF NVOAD MEMBER AGENCIES

The voluntary, non-profit organizations, community-based organizations, and church groups who provided assistance in these historical disasters, as well as in smaller disasters and everyday emergencies, are innumerable. Unfortunately, to discuss every disaster relief voluntary agency and group that is active in the U.S. is beyond the scope of this course. Therefore, for the purpose of this course, this next section will provide a brief history of the voluntary agencies who are members of the NVOAD. Each member agency of NVOAD has a unique history in disaster relief work in the U.S. The specific roles and services provided by each NVOAD member agency will be discussed in the next unit.

"The support voluntary agencies provide to our fellow citizens in times of disasters is hard to overestimate. Volunteers tackle the toughest, nastiest jobs and do so with good grace and humor. They provide critical services quickly, efficiently, quietly, and with little publicity. I would hate to manage a disaster without them. Truly these agencies are the unsung heroes of disaster management. Without their support, the cost to governments would probably double, possibly even triple. And, to watch the individual volunteers in action is to reaffirm one's faith in the innate goodness of the American People"

— John McKay, Superintendent of FEMA's Emergency Management Institute

Adventist Community Services (ACS)

ACS is a national, humanitarian agency involved in relief and community action programs. ACS's roots go back nearly 80 years. In 1918, just after World War I, the Seventh-day Adventist Church established ACS to assist church workers, missionaries, and members in need as a result of the war. Among the first countries and areas to receive aid were Belgium, France, Germany, Turkey, Egypt , the Middle East, Russia, and China. During World War II, ACS established warehouses in New York and San Francisco to process materials to ship overseas to Europe, North Africa, and parts of Asia.

Since that time, ACS has grown in magnitude, commitment, and dedication to development and disaster relief issues. Today, it is the policy of the Seventh-day Adventist church in the North American Division to respond to the needs of people in time of disaster through the volunteer network organized by ACS. ACS disaster response is organized into a network of state disaster coordinators, who lead teams of trained volunteers. These coordinators make use of more than 350 ACS social services centers and inner city programs operated in the U.S., Bermuda, and Canada. All of these centers and programs are coordinated by the North American Headquarters of ACS.

American Radio Relay League (ARRL)

Amateur radio in action following Hurricane Marilyn.

Public service communication has been the responsibility of the Amateur Radio Service since 1913, when several radio amateurs in the Michigan/Ohio area successfully bridged the communications gap surrounding a large isolated area left by a severe windstorm in the Midwest. In those early days, such disaster work was spontaneous and without organization of any kind. ARRL was founded in 1914. Since that time, disaster work has become highly organized and is implemented primarily through the Amateur Radio Emergency Service and the National Traffic System, both sponsored by ARRL.

Today, ARRL consists of approximately 170,000 licensed amateurs who volunteer their qualifications and equipment for communications when disaster strikes. The operational leadership of ARRL consists of approximately 2500 local and district emergency coordinators, along with the section Emergency Coordinators.

The American Red Cross

Approximately 64,000 times a year, the American Red Cross volunteers and staff respond to an emergency or disaster in the U.S. The American Red Cross disaster response dates back to 1886 when Clara Barton organized a relief effort for thousands of families whose homes, farms, and small businesses were wiped out by a great forest fire in Michigan. During the next 25 years, the American Red Cross provided disaster relief at the Johnstown flood, the Charleston earthquake, the Galveston and Sea Island hurricanes, Ohio and Mississippi River floods, the Florida yellow fever epidemic, and other major catastrophes. On January 5, 1905, the American Red Cross received the following Congressional Charter that mandated the organization to relieve persons suffering from disaster.

> *"to continue and carry on a system of national and international relief in time of peace and apply the same in mitigating the sufferings caused by pestilence, famine, fire, floods, and other great national calamities, and to devise*

Clara Barton, Founder of the American Red Cross. (Used with the permission of the American Red Cross.)

and carry on measures for preventing the same."

Ananda Marga Universal Relief Team (AMURT)

AMURT is a short-term relief and a long-term development program of Ananda Marga, Inc. Ananda Marga, Inc., is an international yoga and social services movement with origins in India. Incorporated in the U.S. in 1985, AMURT is one of the few U.S. voluntary agencies of Third World origin. AMURT is a global organization with service efforts on all continents and a structure in North America with sixteen regions. The USA is divided into ten regions with most regions covered by an AMURT coordinator. AMURT's objectives are to aid the poor and under-privileged through disaster relief, redevelopment programs, and community service.

Catholic Charities USA Disaster Response

Before the founding of this nation, Catholic missionaries and religious orders provided charitable care for sick, widowed, and orphaned settlers. These caregivers were the first Catholic charities. Catholic Charities USA, established in 1910 under the name "National Conference of Catholic Charities," was formed to unite the social service agencies operated by most of the 175 Catholic dioceses in the U.S. The name was changed to Catholic Charities USA in 1980.

In 1968, Catholic Charities USA was commissioned by the U.S. Catholic Conference to monitor disaster response of Catholic communities around the country. In 1990, Disaster Response became a full-time department of Catholic Charities USA. The department director is assisted by a seven member National Advisory Committee. Currently, there are 110 bishop-appointed diocesan coordinators representing 46 states, Puerto Rico, and the U.S. Virgin Islands. These coordinators serve as the official liaisons between their diocese and Catholic Charities USA for pre-disaster planning and post-disaster response.

Christian Disaster Response (CDR)

In the event of domestic disaster, CDR works in cooperation with the American Red Cross, the Salvation Army, and Church World Service in providing valuable volunteers for assignment in local and out-of-state disasters.

Christian Reformed World Relief Committee (CRWRC)

CRWRC was founded in 1962 as a service agency of the Christian Reformed Church. Its principal mandates lie in the areas of community development and disaster response. The agency's Disaster Response Services has the overall goal of assisting churches in the disaster-affected community to respond to the needs of persons within that community. Its specific emphasis is on helping those churches provide trained volunteers to communities during long-term recovery.

CRWRC's disaster response occurs primarily through trained volunteers who are available for a variety of recovery-related tasks. These volunteers are located in the 46 regional divisions of the Christian Reformed Church in North America. In smaller disasters and local emergencies, these volunteers are organized through Disaster Response Services (DRS) Area Managers. In case of major disasters, the volunteers are coordinated, as needed, through the Grand Rapids Office.

Church of the Brethren Disaster Response

The Church of the Brethren had its origin in Schwarzenau, Germany, a tiny village located on the Eder River, where eight people were baptized in 1708 to form a new community of believers. The first Brethren congregation in America, the Germantown Congregation, was founded in 1723.

Today, the Church of the Brethren is organized into 24 districts within the U.S., and has disaster response coordinators in each district who assist in recruiting volunteers for debris removal and long-term rebuilding. There is also a regional child care coordinator in each of the ten FEMA regions who assists in the recruitment of child care volunteers. The Church of the Brethren Disaster Response is managed by the Emergency Response/Service Ministries Unit of the Church of the Brethren General Counsel.

Church World Service (CWS) Disaster Response

CWS Disaster Response is the disaster relief, refugee, and development unit of the National Council of Churches of Christ in the USA and its 32 Protestant, Anglican, and Orthodox member communions. Organized in 1946, CWS has provided aid for emergency disaster response, rehabilitation, and development programs in more than 45 countries.

Since 1972 CWS has responded to disasters in the U.S. Through a network of trained volunteer disaster response consultants, CWS works to facilitate and organize preparedness, response, and recovery activities through faith-based organizations that focus on those that are most vulnerable to the effects of disaster. These consultants are assigned to cover each of the fifty states and territories.

The Episcopal Church Presiding Bishop's Fund for World Relief

In 1940, the General Convention of the Episcopal Church officially organized the Presiding Bishop's Fund for the World Relief to be the church's channel for responding to worldwide human need. During this 50-year period, the fund has become the major disaster relief area of the Episcopal Church. The fund responds to domestic disaster principally through the Church's network of nearly 100 U.S. Dioceses and over 8,200 parishes. Diocesan bishops provide a vital communication link through their first-hand assessment of the scope of need and priority of response. The fund's principal ecumenical channel for domestic disaster response is the Church World Service.

Friends Disaster Services (FDS)

FDS was organized in 1974 in response to the increasing number of disasters in the U.S. FDS draws its volunteer work force from pre-registered and organized units from Friends Churches throughout the Midwest, Southern, and Eastern U.S. FDS has 15 trailers stationed across its working area. These trailers are stocked with tools and equipment pertinent to disaster response and rebuilding. FDS derives its financial support from an annual auction and donations from caring supporters.

Friends Disaster Service help clean up flood debris after a 1996 winter flood in Williamsport, PA.

International Association of Jewish Vocational Services (IAJVS)

IAJVS was founded in 1937 and, today, is an affiliation of 26 U.S., Canadian, and Israeli Jewish Employment and Vocational and Family Services agencies. These agencies have a long history of providing exemplary vocational and rehabilitation services to a wide constituency. Because of the unique range of services and activities provided by IAJVS affiliates, they are well-qualified to provide a broad spectrum of human services and training and employment initiatives that are frequently needed in times of disaster. Recently, IAJVS signed a Statement of Understanding with the American Red Cross so that both organizations may explore wider areas of cooperation and may provide the best service in time of disaster.

International Relief Friendship Foundation (IRFF)

IRFF was founded in 1975 by the Reverend and Mrs. Sun Myung Moon for the purpose of conducting relief programs, assisting other humanitarian agencies in their relief efforts, and educating society about the problems of poverty, social injustice, and catastrophic events. IRFF not only conducts its own projects but also works cooperatively with other efforts to better serve those in need. During times of disaster, IRFF has the fundamental goal of assisting those agencies involved in responding to the needs of the community when disaster strikes.

Lutheran Disaster Response (LDR)

LDR was founded in January 1988 as a cooperative effort of two Lutheran church bodies: the Evangelical Lutheran Church in America and the Lutheran Church-Missouri Synod. LDR was founded to carry out the mission of helping people recover from disasters.

Mennonite Disaster Services (MDS)

MDS began to take shape in 1950 at a picnic of young married couples from the Pennsylvania (now Whitestone) Mennonite Church in Hesston, Kansas. Living in an area plagued by drought, tornadoes, and floods, these individuals looked for a practical application of their Christian faith, not only in time of national crisis, but also in time of peace. During the following weeks, they shared their ideas for disaster service in a joint meeting with members of a corresponding Sunday school class of the Hesston. The newly formed organization named John Diller as the first coordinator.

MDS' first call for assistance did not come until May, 1951, when the Little Arkansas River flooded and Wichita called for help. For the next several years, the disaster committee mobilized at least once a year to help in major disasters in Kansas, Oklahoma, and Nebraska. In 1993, MDS was incorporated as a non-profit organization separate from the Mennonite Central Committee. Today, MDS is organized into four regions in the U.S. and one in Canada. Within the five regions, there are 40 local MDS units. These units have the primary responsibility to represent MDS in a disaster response within their own

Volunteers from Mennonite Disaster Services provide clean-up services after flooding in Pennsylvania.

geographic boundaries and regions.

National Emergency Response Team (NERT)

NERT is a grassroots, family-oriented, disaster relief organization. The organization was formed by four brothers in direct response to the loss of life, property, and homes following Hurricane Andrew in 1992. NERT's core goal is "People Helping People" — helping families get their lives back together again when natural disaster strikes. NERT now has offices in New York, Maine, Washington, D.C., and Colorado.

National Organization for Victim Assistance (NOVA)

Founded in 1975, NOVA is a private, non-profit, umbrella organization working on behalf of victims of crime and disaster. NOVA is guided by four purposes: to serve as the national advocate in support of victim rights and services; to provide direct services to victims; to be an educational resource and support to victim assistance professionals; and to be of service to its members.

NOVA has one office located in Washington, D.C. However it has connections with more than 8,000 victim service-providing agencies in the U.S. NOVA's National Crisis Response Team consists of more than 400 trained crisis responders dispersed around the country who respond on short notice during disaster. In addition, NOVA has a corp of trainers and crisis intervenors who can be called on in times of extraordinary need.

Nazarene Disaster Response (NDR)

NDR is a national network of volunteers who respond to victims of natural and man-made disasters. NDR is a part of Nazarene Compassionate Ministries, which started in 1991 as a charitable organization, chartered and sponsored by the Church of the Nazarene. The need for an organized disaster response team representing the Church of the Nazarene became apparent during major disasters in recent years. In January 1994, a group of leaders met in

Nazarene Disaster Response volunteers assist with clean up, restoration, and rebuilding in a Virginia flood.

Washington, D.C. to organize NDR as an officially recognized disaster response agency. While NDR is a new voluntary agency, members and friends of the Church of the Nazarene have been active in responding to disasters in the U.S. for many years.

Northwest Medical Teams International

Ron Post founded the Northwest Medical Teams International in 1979 after watching a horrific news story where he saw thousands of people fleeing the "killing fields" of Cambodia only to suffer disease and death in Thai refugee camps with inadequate healthcare. This news story compelled him to put his Christian beliefs into action and make a difference for the Cambodian refugees. Within two weeks he had enlisted 28 medical volunteers who comprised the first of several Northwest Medical Teams. Since Mr. Post began the mission, over 500 volunteer teams have been sent around the world to help in time of disaster and famine. The mission has provided medical care, medical supplies, and equipment to over 70 countries.

The Phoenix Society for Burn Survivors

Since 1972, the Phoenix Society has been helping burn survivors and their families cope with and overcome the unimaginable and difficult challenges they encounter following a burn injury. Founded by Alan Jeffrey Breslau, a burn survivor, the society is the nation's longest standing and largest organization of burn survivors and care providers dedicated to helping burn survivors and their families. The society takes its name from the legendary bird of rare beauty that lives for 500 years and is consumed by flames, yet rises, reborn from its ashes, more brilliant than before.

Most services are provided by volunteer area coordinators who are burn survivors themselves or relatives of burn survivors. Area coordinators respond to requests for help from burn survivors, their loved ones, and burn care professionals. Services are provided on a regional basis free of charge. Area coordinators reach out and offer positive peer support and companionship to patients and their families under the direction of medical professionals. The society has representatives throughout the U.S. and many foreign countries.

Points of Light Foundation

Points of Light Foundation was founded on May 21, 1990, to further promote volunteerism in the U.S. Recognizing the good work already being accomplished by many volunteer and nonprofit organizations, the Foundation's initial efforts centered around the identification and recognition of outstanding volunteer activity. The Foundation also focused on the development of new programs to help promote volunteerism in corporate and other community organizations.

Vice President Gore visits the volunteer center in Fargo, North Dakota, after the Red River Floods and talks on the telephone to disaster-affected homeowners.

The Foundation became involved in disaster preparedness through a partnership with The Allstate Foundation in 1993 and initiated a new program, "Volunteer Centers - Partners in Disaster Response." The most fundamental aspect of this program is to have Volunteer Centers throughout the country become proactive members of local disaster response plans. Volunteer Centers in turn work with existing disaster response experts and agencies and support them in providing relief to disaster victims. Today, the Foundation supports a national network of 480 Volunteer Centers throughout the country.

Presbyterian Disaster Assistance (PDA)

PDA enables congregations and mission partners of the Presbyterian Church (USA) to witness the healing love of Christ through caring for communities adversely affected by crises and catastrophic events. Presbyterian Disaster Assistance is one of the three programs supported by the One Great Hour of Sharing offering. It is part of the World Wide Ministries Division of the Presbyterian Church (USA) and is administered under the direction

The Presbyterian Disaster Assistance Team, Louisville, Kentucky, 1997.

of the Global Service and Witness work area.

REACT International

The idea of using CB radio in an organized way for emergency communications was born in a Chicago snowstorm where a CB was used to get help for a young family stranded on an expressway with a very sick child. On January 23, 1962, REACT's founder, Henry B. "Pete" Kreer, convinced Hallicrafters Company to sponsor the REACT program. In 1967, REACT led a movement to convince the Federal Communications Commission to designate channel 9 as the CB emergency channel.

Today, REACT International is a non-profit, public-service organization presently comprising 8,500 volunteers who are organized into 600 local REACT teams. REACT teams are trained in disaster preparedness and are encouraged to become proficient in communications in time of disaster.

The Salvation Army

In 1865, William Booth, an ordained minister with the Methodist New Connection, along with his wife Catherine, formed an evangelical group that preached to unchurched people living in appalling poverty within London's East End. Booth's ministry, originally known as the Christian Mission, became the Salvation Army in 1878 when that organization evolved on a quasi-military pattern. Booth became "the General" and officers' ranks were given to ministers. The Salvation Army has functioned successfully within that structure for more than a century. Its outreach has been expanded to include 103 countries and the Gospel is preached by its officers and soldiers in 160 languages.

Catherine and William Booth, founders of the Salvation Army.

The Salvation Army has been providing disaster relief assistance since 1900. On September 8, 1900, when Galveston Hurricane occurred, the Salvation Army sent officers from across America to go to the disaster site and provide spiritual counsel and assistance. Since that time, the Salvation Army has developed local, regional, and national disaster service programs.

Second Harvest National Network of Food Banks

Second Harvest National Network of Food Banks was founded in 1979 by John VanHengel, the Executive Director of the country's first food bank in Phoenix, Arizona. Mr. VanHengel created Second Harvest to provide technical assistance to community groups in other cities who were attempting to replicate the food bank concept in their own areas. The organization has grown to 187 certified affiliates which distribute more than a billion pounds of donated grocery products to 90,000 charitable feeding programs in all 50 states and Puerto Rico.

Second Harvest first became involved with disaster relief in 1989 during Hurricane Hugo and the Loma Prieta Earthquake. In disaster response, the Second Harvest network capitalizes on its warehousing and distribution expertise. Second Harvest works cooperatively with other voluntary agencies to act as a conduit for donated food and other essential grocery items. The agency's efforts are typically "behind the scene" in that it does not engage in direct client services.

Society of St. Vincent De Paul

Since 1845, the Society of St. Vincent De Paul has been providing volunteer services to those in need after disasters. Today, they operate stores, homeless shelters, and feeding facilities that are similar to those run by the Salvation Army. Each local Society of St. Vincent De Paul engages in preparedness discussions with the American Red Cross, state VOAD groups, and other key groups in the local community.

The primary organization of the Society of St. Vincent de Paul is in connection with Catholic parishes. There are 4,338 parish conferences in the U.S. City-wide or area-wide coordination of activities occurs through local and central councils, which are organized on a diocesan basis. There are 355 area wide councils in the U.S. Councils are further united into eight regional groupings. The national coordinating body is the Council of the United States, Society of St. Vincent De Paul.

Southern Baptist Disaster Relief

When Hurricane Beulah ravaged the Rio Grande Valley in 1967, Baptist relief efforts were sporadic and unorganized. The Brotherhood Commission, along with state Baptist Brotherhood leadership, took the lead in organizing Southern Baptists to respond to disasters. At that time, some Texas Baptists decided that Baptists needed organization and cooperation in the face of disasters. From that beginning, cooperation among Baptists in times of disaster has blossomed into a well organized, highly cooperative effort. Southern Baptist Disaster relief is now part of their North American Mission Board. Southern Baptist Disaster Relief efforts are divided among the 38 state conventions (covering all 50 states) and have more than 15,000 trained volunteers.

UJA Federations of North America

UJA Federations of North America partners three premier American philanthropic organizations to form the dynamic, efficient core of a continental system serving hundreds of Federations and independent communities. For the better part of this century, United Jewish Appeal, the Council of Jewish Federations, and the United Israel Appeal have helped the Federation system raise an unprecedented amount of dollars to meet the needs of Jews, regardless of whether they are in Toledo, Tel Aviv or Tbilisi.

Now in Partnership, these three organizations are committed to continuing the proud history of treasuring and acting on traditional Jewish values. UJA Federations of North America's goal is to build a stronger Jewish community worldwide. Its combined strengths will enable the new organization to seamlessly offer strategic direction and assistance to communities even more effectively than in the past; particularly in areas of developing the leadership and financial resources essential to addressing the needs of Jewish people in the century to come.

United Methodist Committee on Relief (UMCOR)

UMCOR traces its origins to the General Conference of 1940, when Bishop Herbert Welch asked for an offering to assist Chinese war refugees. His listeners responded generously and UMCOR was set up to administer the funds. In 1972, at the General Conference of the United Methodist Church, UMCOR was given the following mandate to respond in the U.S. to human suffering created by natural disaster.

> *The response of the United Methodist Committee on Relief in the United States shall include only the meeting of human needs growing out of natural or civil disaster. This response shall be made at the request of the appropriate body of the United Methodist Church. Repair and reconstruction of local church property and other church-related property shall be included in the appeal made for funds or the advance special gifts made for this purpose.*

Each annual conference or Episcopal area has a disaster response coordinator who is appointed by the Bishop of the conference. The disaster response coordinator works in direct relationship with the executive of UMCOR and the executive of the National Division, who have responsibility for disaster response. The first responsibility of the disaster response coordinator is to assess the destruction and suffering resulting from the disaster and to give an initial report to UMCOR on the victims' emergency needs.

United States Service Command

The United States Service Command is incorporated as a non-political, non-profit, charitable organization of patriotic Americans who want to serve their country and actively help others during disasters and other crises.

Volunteers in Technical Assistance (VITA)

For 33 years, VITA has been helping people in developing countries improve the quality of their lives by providing technical information. For over a decade, VITA has offered information management courses at its Virginia headquarters and various overseas sites. In 1992, VITA created its Disaster Information Resource Program to provide telecommunications and management information systems support to the emergency assistance community. In the U.S., VITA has worked closely with FEMA and NVOAD as a clearinghouse for public offers of goods, services, and financial support for emergency response incidents.

Volunteers of America (VOA)

VOA is one of the nation's largest and most comprehensive charitable non-profit human services organizations. VOA was founded in 1896 by Christian social reformers Ballington and Maud Booth as a broad spiritual movement to "reach and uplift" the American people. As commanders of the Salvation Army, the Booths had led various human service programs since 1887. The immediate corps of VOA came from the ranks of the Salvation Army. Like the Salvation Army, VOA was originally structured along military lines. Military rank and titles continued until 1981, when VOA adopted a corporate form of governance.

For much of its history, VOA had a disaster response unit. In the 1972, the unit was disbanded rather than duplicate efforts of organizations like the American Red Cross. Still the tradition of helping during crisis continues. In 1993, for example, VOA provided family counseling services for the victims of Hurricane Andrew. Today, VOA is active in more than 220 cities and towns in 37 states. The organization's services are different in each community because each community's needs are unique.

World Vision

World Vision was founded in 1950 by Bob Pierce, a Christian evangelist and war correspondent, who was compelled to respond to the needs of children and families in the Korean peninsula and China. Today, World Vision responds to natural disasters as part of its ongoing work in more than 100 countries around the world. World Vision's domestic disaster response effort began informally in the late 1980's as communities in the U.S. were impacted by various disasters. World Vision's more formal U.S. disaster response efforts began in 1993 when it joined NVOAD and engaged in operations in Des Moines and St. Louis that year.

SUMMARY

America is a country of volunteers. Our voluntary efforts span from the colonial period when community spirit was essential for survival to voluntary computer user groups of the 1990's. The widespread involvement of volunteers in disaster relief, therefore, is in keeping with our nation's historical spirit of giving. Since the 1800's, voluntary agencies have helped individuals, families, and communities get back on their feet after the devastating effects of disaster. Without these agencies, local, State, and Federal disaster relief organizations would be unable to meet all the unique needs of disaster victims.

Unit Three will describe the specific roles and services that voluntary agencies provide throughout the emergency management cycle. This unit will provide you with an appreciation of the vast scope of services provided to disaster victims by voluntary agencies.

CHECK YOUR MEMORY

Once you have completed the questions below, check your answers on page E-2.

1. President Nixon launched which of the following volunteer initiatives?

   a. The Peace Corps
   b. ACTION
   c. Habitat for Humanity
   d. Points of Light

2. Which historical disaster marked the last time that Clara Barton, founder of the American Red Cross, actively participated in a disaster relief project?

   a. The Johnstown Flood (1889)
   b. The Mine Cherry Disaster of Illinois (1909)
   c. The San Francisco Earthquake (1906)
   d. Galveston Hurricane (1900)

3. During which historical disaster was the concept of a Donations Coordination Team first fully implemented?

   a. Hurricane Camille (1969)
   b. The Midwest Floods (1993)
   c. Hurricane Andrew (1992)
   d. None of the above

4. Which voluntary agency's roots lie in caring for the sick, widowed, and orphaned settlers of Colonial America?

   a. Adventist Community Services
   b. The American Red Cross
   c. Catholic Charities USA Disaster Response
   d. Society of St. Vincent De Paul

5. Which voluntary agency was founded to promote volunteerism in the U.S. and today has a national network of 480 volunteer centers?

   a. Points of Light Foundation
   b. Lutheran Disaster Response
   c. Mennonite Disaster Services
   d. Christian Disaster Response

Unit Three

Roles and Services of Disaster Relief Voluntary Agencies

INTRODUCTION

Anybody who has ever been a disaster victim understands first hand the important role that agencies such as Catholic Charities USA Disaster Response, Mennonite Disaster Service, and the American Red Cross play in providing disaster relief services. Before disaster strikes, voluntary agencies help individuals and communities prepare for and mitigate the effects of disaster. Following a disaster, voluntary agencies mobilize to provide immediate assistance such as food, shelter, clothing, and medical expenses, as well as long-term services including counseling, home repairs, and rebuilding. It is this ability to provide services throughout the entire emergency management cycle that makes voluntary agencies such strong disaster team members.

In this unit, you will learn about:

- The four phases of the emergency management cycle;
- The roles and services that voluntary agencies provide during each phase of the emergency management cycle; and
- The areas of specialization for NVOAD member agencies.

This unit presents the different roles and services that voluntary agencies may provide during mitigation, preparedness, response, and recovery. It also identifies each NVOAD member's area of specialization. For emergency managers and the general public, this information is critical for knowing where to locate various services to best serve the needs of individuals and the community.

THE EMERGENCY MANAGEMENT CYCLE

"The support of voluntary agencies in all aspects of emergency management, and particularly in planning and emergency response is not just helpful—it is essential in small jurisdictions where the small emergency management staff would flounder without it." — Charles L. Webb, Director of Emergency Management, Coffee County, Alabama

For many of us, emergency management means the immediate relief and care given to individuals and communities following a major disaster. When we think about disaster, we envision people evacuating flooded homes, moving into temporary shelters, or lining up for water and food. This is the image of emergency management for many people because, typically, this is what we see on television and read about in the newspaper. It is important to understand, however, that there are actually four phases in the emergency management cycle: mitigation, preparedness, response, and recovery.

Voluntary agencies are involved throughout each phase of the emergency management cycle. Although not every voluntary agency participates in all four emergency management phases, the cumulative roles and services of all voluntary agencies span the entire emergency management cycle. Below is a discussion of each emergency management phase.

Mitigation

Mitigation is any activity aimed at reducing or eliminating the future effects of disaster. Experience has shown again and again that lives can be saved, damage to property can be reduced significantly, and economic recovery can be accelerated by consistently building safer and stronger buildings, strengthening existing infrastructures, enforcing building codes, and making the proper preparations **before** a disaster occurs. Increasingly, voluntary agencies are becoming more directly involved in helping communities become disaster resistant. Many voluntary agencies have members with skills in advocacy, public education, community planning, and construction that are necessary to prepare communities for the effects of disaster.

FEMA has initiated a multi-million dollar mitigation effort, called Project Impact, to help bring communities together to take collaborative actions that prepare for—and protect themselves against—natural disasters. The first phase of this project is building community partnerships. Starting now and over the next few years, voluntary agencies will be coming forward as an important partner in making Project Impact a reality. See pages 4-29 through 4-31 for more information on Project Impact.

"Of all the services voluntary agencies provide, I believe it is their ability to tap their community networks and educate the American people on disaster preparedness and mitigation that is most critical. We all must continue to work together to help our fellow citizens reduce the effects of disasters in homes and neighborhoods throughout this nation."

— James Lee Witt, Director of the Federal Emergency Management Agency

Preparedness

Preparedness includes activities that seek to prevent casualties, expedite response activities, and minimize property damage in the event of a disaster. Examples of preparedness activities include developing emergency plans and procedures, identifying resources that could be useful in a disaster, stockpiling supplies, conducting training, and exercising disaster plans. For example, every year the American Radio Relay League conducts a national exercise program to test the soundness of its disaster plans.

Response

This is typically the disaster phase you see most often on television and read about in the newspapers. A disaster has occurred, or is imminent, and all available resources have been mobilized to help protect life and property. Response activities occur immediately before, during, and after an emergency or disaster. Examples include search and rescue, implementation of shelter plans, set up of first aid stations, and the distribution of food and water.

The Salvation Arny distributes food and beverages to disaster victims during the response phase following the Northridge Earthquake.

Recovery

Recovery includes short and long-term activities. It starts soon after impact and can continue for years or even decades. Short-term recovery activities attempt to compensate for damage to a community's infrastructure and quickly return its vital life support systems to operation. Short-term recovery assistance include such things as temporary housing, unemployment assistance, and crisis counseling. Long-term recovery activities are designed to return life to normal or improved levels. The repair of buildings, roads, and bridges, and activities to reestablish businesses are all example of long-term recovery.

THE ROLES AND SERVICES OF VOLUNTARY AGENCIES

Voluntary agencies provide a myriad of essential services to disaster-affected individuals, families, and communities throughout mitigation, preparedness, response, and recovery. The table contained on the following pages attempts to provide a comprehensive list of services provided by all the different voluntary agencies active in disaster. This table provides the following information:

- The different services that voluntary agencies provide before, during, and after a disaster;
- In which phase(s) of the emergency management cycle each service typically occurs; and
- Which NVOAD member agencies perform each service.

You will notice that some services described in the table occur during more than one phase of the emergency management cycle. For example, voluntary agencies may conduct community education campaigns on how to reinforce homes to minimize earthquake damage during the mitigation phase. However, they may also educate school children on how to prepare for tornadoes during the preparedness phase. Furthermore, many services provided by voluntary agencies begin during the response phase (e.g., counseling, rebuilding) and continue into long-term recovery.

"In April 1988 our county experienced an F-5 tornado that killed 32 people, destroyed over 500 homes, and damaged several hundred more. From the onset we were assisted by numerous volunteer groups. Volunteer personnel enabled us to meet the citizens' needs ranging from food, clothing, furniture, medicine, cleaning supplies, and building materials. Today, these communities are alive with sounds of rebuilding thanks to the coordinated efforts of emergency management and volunteer groups."

— Elwood Woody Odem, Director of Emergency Management, Jefferson County, Alabama

The purpose of this table is to provide key information that will assist emergency managers, voluntary agencies, and the general public in locating the disaster relief services they need in an efficient and effective manner.

The Roles and Services of Voluntary Agencies

Role/Service	Emergency Management Phase In Which Role/Service Occurs	NVOAD Member Agencies Who Provide Role/Service
Advocacy: Some voluntary agencies work on behalf of disaster victims (particularly those with special problems such as single parent families with limited resources, the disabled, and older persons) to obtain needed resources and services (e.g., home health care, legal services, transportation, translation services, meals on wheels). Voluntary agencies may also act as advocates for change by representing the needs of the community to local and State governments.	Mitigation Preparedness Response Recovery	✓ The American Red Cross ✓ Christian Disaster Response ✓ Christian Reformed World Relief Committee ✓ Church of the Brethren Disaster Response ✓ Church World Service Disaster Response ✓ National Organization for Victim Assistance ✓ The Phoenix Society for Burn Survivors ✓ The Salvation Army
Bulk Distribution: Some voluntary agencies purchase and distribute basic commodities in bulk that are not readily available at the time of need. These may include, but are not limited to, food, water, health and sanitary needs, baby and child care products, medicines, and bedding. These supplies usually cannot be purchased locally because stores and other merchandising outlets are closed due to the disaster.	Preparedness Response Recovery	✓ Adventist Community Services ✓ The American Red Cross ✓ Friends Disaster Service ✓ Lutheran Disaster Response ✓ The Salvation Army ✓ Volunteers Of America ✓ World Vision
Case Management: Some voluntary agencies help individuals complete the documentation that is required for assistance and then assist in tracking that documentation through the Resource Coordination Committee process.	Response Recovery	✓ The American Red Cross ✓ Catholic Charities USA Disaster Response ✓ The Salvation Army

The Roles and Services of Voluntary Agencies (Continued)

Role/Service	Emergency Management Phase In Which Role/Service Occurs	NVOAD Member Agencies Who Provide Role/Service
Child Care: Some voluntary agencies establish and professionally staff temporary child care centers for victims of disaster as they deal with reorganizing their personal affairs.	Response Recovery	✓ Church of the Brethren Disaster Response ✓ Southern Baptist Disaster Relief
Clean-Up and Rebuilding: Some voluntary agencies help individuals clean-up, repair, and rebuild their homes damaged by disaster. These voluntary agencies often work with private businesses to encourage the donation of needed building materials.	Mitigation Response Recovery	✓ Christian Reformed World Relief Committee ✓ Church of the Brethren Disaster Response ✓ Friends Disaster Service ✓ Lutheran Disaster Response ✓ Mennonite Disaster Services ✓ Nazarene Disaster Response ✓ Southern Baptist Disaster Relief ✓ UJA Federations of North America ✓ United Methodist Committee on Relief
Community Disaster Education: Some voluntary agencies are involved in community disaster education. For example, they distribute pamphlets and give presentations to community groups on how to prepare for disaster or they send speakers to talk with school children.	Mitigation Preparedness	✓ The American Red Cross ✓ National Emergency Response Team

The Roles and Services of Voluntary Agencies (Continued)

Role/Service	Emergency Management Phase In Which Role/Service Occurs	NVOAD Member Agencies Who Provide Role/Service
Community Outreach: Some voluntary agencies contact individuals and organizations, such as local businesses and churches, to educate them about the local disaster relief operation, the existing damage, and possible ways they can support the relief effort.	Mitigation Preparedness Response Recovery	✓ Adventist Community Services ✓ The American Red Cross ✓ Church World Service Disaster Response ✓ The Salvation Army
Counseling: Some voluntary agencies provide individual and family counseling and emotional support.	Response Recovery	✓ Adventist Community Services ✓ The American Red Cross ✓ Ananda Marga Universal Relief Team ✓ Catholic Charities USA Disaster Response ✓ Church World Service Disaster Response ✓ Lutheran Disaster Response ✓ National Organization for Victim Assistance ✓ The Phoenix Society for Burn Survivors ✓ The Salvation Army ✓ UJA Federations of North America ✓ United Methodist Committee on Relief ✓ Volunteers of America

The Roles and Services of Voluntary Agencies (Continued)

Role/Service	Emergency Management Phase In Which Role/Service Occurs	NVOAD Member Agencies Who Provide Role/Service

Damage Assessment: Some voluntary agencies physically review areas affected by disaster in order to assign a value that can be used to estimate resources required for rebuilding or reconstruction.	Response	✓ The American Red Cross ✓ Christian Disaster Response ✓ The Salvation Army
Debris Removal: Some voluntary agencies provide debris removal such as mucking out and cutting and clearing trees from entry ways.	Response Recovery	✓ Church of the Brethren Disaster Response ✓ Church World Service Disaster Response ✓ Lutheran Disaster Response ✓ Mennonite Disaster Services ✓ Southern Baptist Disaster Relief ✓ United Methodist Committee on Relief
Disaster Planning: Some voluntary agencies work with communities before disasters occur to help them take steps to minimize the effects of disaster and prepare themselves should disaster occur.	Mitigation Preparedness	✓ Adventist Community Services ✓ The American Red Cross ✓ Lutheran Disaster Response ✓ Points of Light Foundation ✓ The Salvation Army

The Roles and Services of Voluntary Agencies (Continued)

Role/Service	Emergency Management Phase In Which Role/Service Occurs	NVOAD Member Agencies Who Provide Role/Service
Donations Management: Many voluntary agencies have their own internal systems for donations management for both cash and in-kind donations. These systems address receiving, transporting, warehousing, and distributing donations during disasters. The voluntary agencies also work collaboratively with government agencies to address unsolicited donations.	Preparedness Response Recovery	✓ Adventist Community Services ✓ The American Red Cross ✓ The Salvation Army ✓ Second Harvest National Network of Food Banks ✓ United Methodist Committee on Relief ✓ World Vision
Elder Care: Some voluntary agencies provide a variety of support services, such as transportation, advocacy, casework, counseling, and entertainment to the elderly population.	Preparedness Response Recovery	✓ The American Red Cross ✓ Catholic Charities USA Disaster Response ✓ Christian Reformed World Relief Committee ✓ Church World Service Disaster Response ✓ Lutheran Disaster Response ✓ The Salvation Army ✓ United Methodist Committee on Relief

The Roles and Services of Voluntary Agencies (Continued)

Role/Service	Emergency Management Phase In Which Role/Service Occurs	NVOAD Member Agencies Who Provide Role/Service
Emergency Repairs: Some voluntary agencies provide funds, staff, equipment, or tools to make emergency repairs to homes immediately following a disaster (e.g., placing tarps on roofs to avoid further damage to the home).	Response	✓ The American Red Cross ✓ Christian Reformed World Relief Committee ✓ Friends Disaster Service ✓ Lutheran Disaster Response ✓ Mennonite Disaster Services ✓ The Salvation Army ✓ Southern Baptist Disaster Relief ✓ United Methodist Committee on Relief
Emergency Assistance: Some voluntary agencies provide emergency assistance immediately following a disaster including food, clothing, shelter, cleaning supplies, comfort kits, first aid, and medical care.	Response	✓ The American Red Cross ✓ Catholic Charities USA Disaster Response ✓ Christian Disaster Response ✓ Friends Disaster Service ✓ International Relief Friendship Foundation ✓ Lutheran Disaster Response ✓ National Emergency Response Team ✓ The Salvation Army ✓ Volunteers of America

The Roles and Services of Voluntary Agencies (Continued)

Role/Service	Emergency Management Phase In Which Role/Service Occurs	NVOAD Member Agencies Who Provide Role/Service
Financial Assistance: Some voluntary agencies provide financial assistance to local church councils including relief grants, financial aid, and long-term rehabilitation grants.	Response Recovery	✓ Church World Service Disaster Response ✓ The Episcopal Church Presiding Bishop's Fund for World Relief ✓ Lutheran Disaster Response ✓ Nazarene Disaster Response ✓ Northwest Medical Teams International ✓ Presbyterian Disaster Assistance ✓ UJA Federations of North America ✓ United Methodist Committee on Relief
Financial Planning: Some voluntary agencies help disaster victims locate personal financial records, review their current financial situation, and provide advice to help them recover from the financial effects of disaster.	Response Recovery	✓ The American Red Cross ✓ Catholic Charities USA Disaster Response ✓ Lutheran Disaster Response ✓ The Salvation Army
Funeral Services: Some voluntary agencies work with local mortuaries and mortuary associations in arranging assistance for funeral services for families that have lost loved ones in a disaster.	Response Recovery	✓ The American Red Cross ✓ The Salvation Army

The Roles and Services of Voluntary Agencies (Continued)

Role/Service	Emergency Management Phase In Which Role/Service Occurs	NVOAD Member Agencies Who Provide Role/Service
Health Care: Some voluntary agencies use trained volunteers to provide first aid and CPR to work in shelters and on disaster sites. They also identify local health care organizations that can provide assistance to disaster victims and relief workers.	Response Recovery	✓ The American Red Cross ✓ Ananda Marga Universal Relief Team ✓ National Organization for Victim Assistance ✓ Northwest Medical Teams International ✓ The Salvation Army
Identification: Some voluntary agencies help locate disaster victims and provide information to inquiring family and friends outside the impacted area.	Response	✓ The American Red Cross ✓ The Salvation Army

The Roles and Services of Voluntary Agencies (Continued)

Role/Service	Emergency Management Phase In Which Role/Service Occurs	NVOAD Member Agencies Who Provide Role/Service
International Services: Some voluntary agencies provide tracing services when individuals need to locate relatives outside of the United States in times of disaster. Voluntary agencies may also provide disaster relief assistance to foreign countries and coordinate assistance from foreign countries to the U.S. during disasters. For more information on international disaster relief, see ***www.interaction.org***.	Response Recovery	✓ Adventist Community Services ✓ The American Red Cross ✓ Ananda Marga Universal Relief Team ✓ Christian Disaster Response ✓ Christian Reformed World Relief Committee ✓ Church of the Brethren Disaster Response ✓ Church World Service Disaster Response ✓ The Episcopal Church Presiding Bishop's Fund for World Relief ✓ International Association of Jewish Vocational Services ✓ International Relief Friendship Foundation ✓ Mennonite Disaster Services ✓ Northwest Medical Teams International ✓ Presbyterian Disaster Assistance ✓ REACT International ✓ The Salvation Army ✓ United Methodist Committee on Relief ✓ World Vision

The Roles and Services of Voluntary Agencies (Continued)

Role/Service	Emergency Management Phase In Which Role/Service Occurs	NVOAD Member Agencies Who Provide Role/Service
Massage Therapy: Some voluntary agencies arrange for relief workers to have massages by trained and licensed therapists to help reduce stress.	Response Recovery	✓ Ananda Marga Universal Relief Team
Mass Care: Some voluntary agencies provide a variety of mass care activities. Some of these activities include: Identifying and setting up shelter facilities Staffing shelters with skilled staff including feeders, registrars, mental health workers, and health care providers Distributing food and other goods to the shelters Feeding disaster victims (either in the shelters or through mobile feeding units) Providing temporary shelter for disaster victims Providing housing for disaster relief workers Rendering first aid when necessary	Response Recovery	✓ The American Red Cross ✓ Adventist Community Services ✓ Ananda Marga Universal Relief Team ✓ Catholic Charities USA Disaster Response ✓ Christian Disaster Response ✓ International Relief Friendship Foundation ✓ Lutheran Disaster Response ✓ National Emergency Response Team ✓ Southern Baptist Disaster Relief ✓ The Salvation Army ✓ Volunteers of America
Mental Health Services: Some voluntary agencies provide professional assistance to disaster victims and relief workers to alleviate mental stress and anguish caused either by the disaster or the disaster relief operation.	Response Recovery	✓ The American Red Cross ✓ National Organization for Victim Assistance ✓ The Salvation Army

The Roles and Services of Voluntary Agencies (Continued)

Role/Service	Emergency Management Phase In Which Role/Service Occurs	NVOAD Member Agencies Who Provide Role/Service
Mitigation Planning: Mitigation planning is a relatively new role for voluntary agencies. More and more, voluntary agencies are becoming involved in the mitigation phase of emergency management by doing such as things as: rebuilding homes outside of flood zones, retrofitting buildings in earthquake prone areas, and educating families on mitigation measures in the home.	Mitigation	✓ The American Red Cross ✓ Southern Baptist Disaster Relief
Mobile Feeding: Where needed, some voluntary agencies use mobile feeding units to serve hot meals to disaster victims and relief personnel on site.	Response Recovery	✓ The American Red Cross ✓ The Salvation Army ✓ Southern Baptist Disaster Relief
Organizational Mentoring: Some voluntary agencies work with local agencies, community-based organizations, and non-government organizations that lack disaster experience to help them develop their abilities and respond effectively to the needs of disaster victims.	Mitigation Preparedness Response Recovery	✓ The American Red Cross ✓ Christian Reformed World Relief Committee ✓ The Phoenix Society for Burn Survivors ✓ The Salvation Army

The Roles and Services of Voluntary Agencies (Continued)

Role/Service	Emergency Management Phase In Which Role/Service Occurs	NVOAD Member Agencies Who Provide Role/Service
Pastoral Care: Many faith-based voluntary agencies provide spiritual counseling from clergy. People with serious personal problems are almost twice as likely to seek assistance from clergy than other counselors. Spiritual problems such as lack of faith and discouragement are addressed through active listening and a supporting presence that communicates care and understanding.	Response Recovery	✓ Adventist Community Services ✓ Catholic Charities USA Disaster Response ✓ Church of the Brethren Disaster Response ✓ Church World Service Disaster Response ✓ Lutheran Disaster Response ✓ Presbyterian Disaster Assistance ✓ The Salvation Army ✓ Southern Baptist Disaster Relief ✓ United Methodist Committee on Relief
Pet Care: Some voluntary agencies focus on the care of animals during disaster including rescue, sheltering, and grieving services for people who have lost pets. They may also provide resources for different types of animal food.	Preparedness Response Recovery	✓ American Humane Association ✓ American Kennel Club ✓ Canine Search and Rescue ✓ Humane Society of the U.S. ✓ United Animal Nations ✓ Veterinary Medical Assistance Teams (Not NVOAD member agencies)

The Roles and Services of Voluntary Agencies (Continued)

Role/Service	Emergency Management Phase In Which Role/Service Occurs	NVOAD Member Agencies Who Provide Role/Service
Radio Communication Services: Some voluntary agencies have licensed radio amateurs to provide emergency radio communication to fellow agencies and local government personnel who are responding to the disaster.	Preparedness Response Recovery	✓ The American Red Cross ✓ American Radio Relay League ✓ REACT International
Relocation Services: Some voluntary agencies help move individuals and families from damaged areas to shelters and other temporary or permanent housing facilities.	Response Recovery	✓ The Salvation Army
Resource Coordination: Before, during, and after an emergency or disaster, voluntary agencies exchange information on the acquisition and use of personnel and materials resources. This information helps provide for the effective and efficient allocation of resources and helps reduce duplication of services.	Mitigation Preparedness Response Recovery	✓ The American Red Cross ✓ Adventist Community Services ✓ The Salvation Army
Sanitation Services: Some voluntary agencies provide portable toilets, shower units, clean-up kits, comfort kits, or personal hygiene kits to disaster victims.	Response Recovery	✓ The American Red Cross ✓ Church World Service Disaster Response ✓ The Salvation Army
Special Needs: Some voluntary agencies assist in identifying populations that have special needs and then meeting those needs (e.g., the elderly, disabled, or orphaned; a particular religious group with special dietary needs).	Mitigation Preparedness Response Recovery	✓ All NVOAD Member Agencies
Technical Assistance: Some voluntary agencies provide telecommunications and management information systems support to the emergency management community.	Preparedness Response Recovery	✓ Volunteers in Technical Assistance

The Roles and Services of Voluntary Agencies (Continued)

Role/Service	Emergency Management Phase In Which Role/Service Occurs	NVOAD Member Agencies Who Provide Role/Service
Training: Some voluntary agencies train community-based volunteers in major response and recovery activities and provide job skills training to disaster-affected individuals	Preparedness Response Recovery	✓ The American Red Cross ✓ Church of the Brethren Disaster Response ✓ Church World Service Disaster Response ✓ International Association of Jewish Vocational Services ✓ The Salvation Army ✓ World Vision
Translation Services: Some voluntary agencies provide linguists for the purposes of transcribing documents and communicating with disaster victims.	Preparedness Response Recovery	✓ All NVOAD Member Agencies
Transportation Services: Some voluntary agencies provide transportation services for disaster victims, particularly individuals with special needs such as the elderly and the physically disabled. Some of these voluntary agencies may also use their transportation means to bring donated goods from outside the disaster area to areas in need.	Response Recovery	✓ The American Red Cross ✓ The Salvation Army ✓ Volunteers of America

The Roles and Services of Voluntary Agencies (Continued)

Role/Service	Emergency Management Phase In Which Role/Service Occurs	NVOAD Member Agencies Who Provide Role/Service
Volunteer Assistance: Some voluntary agencies provide trained volunteers to support response and recovery activities and coordinate spontaneous, unaffiliated volunteers.	Response Recovery	✓ International Relief Friendship Foundation ✓ Northwest Medical Teams International ✓ Presbyterian Disaster Assistance ✓ Points of Light Foundation ✓ The Salvation Army ✓ United States Service Command
Volunteer Services: Voluntary agencies provide many services to their volunteers, some of which include: Recruiting and training volunteers Matching volunteers' skills to the needs of individuals and the community Providing housing and meals to volunteers Counseling volunteers to help relieve the stress of disaster operations Placing spontaneous volunteers within their organizational structures	Mitigation Preparedness Response Recovery	✓ All NVOAD Member Agencies
Warehousing: Some voluntary agencies locate and set up central locations for storing and organizing donated goods including food, clothing, medical supplies, etc.	Preparedness Response Recovery	✓ Adventist Community Services ✓ Christian Disaster Response ✓ The Salvation Army ✓ Second Harvest National Network of Food Banks ✓ Society of St. Vincent De Paul

Case Studies of Different Roles and Services

Advocating for Stricter Building Codes

On a recent disaster, the local government of an affected community was considering relaxing building codes in an effort to enhance the rebuilding effort already underway. Also, the local government was prohibiting outside volunteer building contractors from working in the local area, despite the fact that they had licenses in other states.

A group of voluntary agencies met, reviewed the problems at hand, identified local and national resources to address the problems, and finally met with local politicians to advocate their position. Within days, the State legislature met and passed special legislation tightening the building codes and authorizing outside volunteers to work in the rebuilding effort.

The Cooperative Disaster Child Care Program

The Cooperative Disaster Child Care Program is an ecumenical program designed to meet the emotional needs of young children following a disaster. Trained volunteers respond to disaster locations to care for the children of families needing assistance immediately after a disaster. Volunteer child caregivers attend a 24-hour training workshop where they learn about children, their needs and fears, and what they as caregivers can do to help children through these traumatic times.

When a devastating earthquake shook the Southern California area causing extensive damage in October 1987, child caregivers from California responded immediately to staff shelters that were opened to house the many victims who were afraid or unable to return to their homes. This response was to become the largest child care project since the beginning of the Cooperative Disaster Child Care Program in 1980.

Case Studies of Different Roles and Services (Continued)

Managing Donations in Louisiana

The voluntary agencies in Terrebonnes Parish, Louisiana, were ill prepared to deal with the massive needs of individuals and families who lost their homes during Hurricane Andrew. Within hours after the hurricane struck, another problem arose when huge quantities of unsolicited donated goods began arriving on the disaster scene. In an area where individuals and families were accustomed to being independent and able to meet their own needs, a new disaster began to take shape.

The Terrebonnes Recovery Assistance Committee (TRAC) quickly evolved to provide an organized system for assessing and prioritizing needs, and accepting, storing, and distributing donated goods. TRAC performed this operation in close coordination with the voluntary agencies and community-based organizations. TRAC has continued to grow and is an active member of the Louisiana VOAD.

Protecting Financial Documents

In the past, little thought has been given to assisting disaster victims with recreating financial and legal documents that are destroyed during a disaster. Recently, the National Endowment for Financial Education, the American Red Cross, and other voluntary agencies worked together to develop two guides that educate people on how to protect important financial documents during disaster. The first guide includes a list of documents that should be stored in secure places and makes recommendations about where and where not to store these documents until they are needed. The second guide talks about activities during the recovery process such as dealing with insurance appraisers. It also discusses how to obtain lost or damaged documents that are needed following a disaster.

THE PRIMARY MISSION OF EACH NVOAD MEMBER AGENCY

Each NVOAD member agency has a primary mission that determines what specific roles and services they will provide in disasters. What follows is a description of the key roles and services provided by each NVOAD member agency. It is recognized that each member organization may have additional programs and activities that it carries out in disaster operations. The purpose of this section is to provide key information that will assist emergency managers, voluntary agencies, and the general public in locating disaster relief services in an efficient and effective manner.

For more information on a NVOAD member agency, contact your local unit or its national office using the information included in Appendix A. You may also want to see the NVOAD home page on the Internet at ***www.nvoad.org***.

Adventist Community Services (ACS)

ACS receives, processes, and distributes clothing, bedding, and food products. In major disasters, the agency brings in mobile distribution units filled with bedding and packaged clothing that is pre-sorted according to size, age, and gender. ACS also provides emergency food and counseling and participates in the cooperative disaster child care program.

American Radio Relay League (ARRL)

ARRL is a national volunteer organization of licensed radio amateurs in the United States. ARRL-sponsored Amateur Radio Emergency Services (ARES) provide volunteer radio communications services to Federal, State, County, and local governments, as well as to voluntary agencies. Members volunteer not only their services but also their privately owned radio communications equipment.

The American Radio Relay League responds when communication lines are damaged or destroyed during disaters.

The American Red Cross

The American Red Cross is required by Congressional charter to undertake disaster relief activities to ease the suffering caused by a disaster. Emergency assistance includes fixed/mobile feeding stations, shelter, cleaning supplies, comfort kits, first aid, blood and blood products, food, clothing, emergency transportation, rent, home repairs, household items, and medical supplies. Additional assistance for long-term recovery may be provided when other relief assistance and/or personal resources are not adequate to meet disaster-caused needs. The American Red Cross provides referrals to the government and other agencies providing disaster assistance.

An American Red Cross volunteer assists a disaster-affected family following Hurricane Hugo. (Used with the permission of the American Red Cross.)

Ananda Marga Universal Relief Team (AMURT)

AMURT renders immediate medical care, food and clothing distribution, stress management, and community and social services. AMURT also provides long-term development assistance and sustainable economic programs to help disaster-affected people. AMURT depends primarily on full- and part-time volunteer help, and has a large volunteer base to draw on worldwide. AMURT provides and encourages disaster services training in conjunction with other relief agencies like the American Red Cross.

Catholic Charities USA Disaster Response

Catholic Charities USA is the organization that unites the social service agencies operated by most of the 175 Catholic dioceses in the U.S. The Disaster Response section of Catholic Charities USA provides assistance to communities in addressing the crisis and recovery needs of local families. Catholic Charities agencies emphasize ongoing and long-term recovery services for individuals and families, including temporary housing assistance for low income families, counseling programs for children and the elderly, and special counseling for disaster relief workers.

Christian Disaster Response (CDR)

CDR works in cooperation with the American Red Cross, the Salvation Army, Church World Service Disaster Response, and NVOAD to enable local church members to become effective volunteers for assignment on national disasters. CDR provides disaster assessments, fixed/mobile feeding facilities, and in-kind disaster relief supplies. CDR also coordinates and stockpiles the collection of donated goods through their regional centers throughout the U.S.

Christian Reformed World Relief Committee (CRWRC)

CRWRC's Disaster Response Services has the overall aim of assisting churches in the disaster-affected community to respond to the needs of persons within that community. CRWRC provides advocacy services to assist disaster victims in finding permanent, long-term solutions to their disaster-related problems, as well as housing repair and construction, needs assessment, clean-up, child care, and other recovery services.

Volunteers from Christian Reformed World Relief Committee help with rebuilding efforts in Antigua in 1996.

Church of the Brethren Disaster Response

Church of the Brethren Disaster Response provides clean-up and debris removal from damaged or destroyed homes and personal property. Volunteers are trained through the Cooperative Disaster Child Care Program to establish child care centers following major disasters. Child care providers guide children through activities that help them to act out their fears, anger, and confusion following a disaster. Many denominations support this program.

Church World Service (CWS) Disaster Response

CWS Disaster Response assists disaster survivors through inter-religious partner organizations in the U.S. and worldwide on behalf of its 32 member communions plus affiliated agencies. CWS Disaster Response is comprised of consultants who help convene local churches and religious organizations to form an interfaith organization to coordinate responses to unmet needs during the recovery phase.

The Church World Service Disaster Response program provides clean-up services following disasters with kits containing soaps, sponges, brushes, etc.

The Episcopal Church Presiding Bishop's Fund for World Relief

The Episcopal Church Presiding Bishop's Fund for World Relief responds to domestic disasters principally through its network of nearly 100 U.S. dioceses and over 8,200 parishes. It also sends immediate relief grants for such basics as food, water, medical assistance, and financial aid within the first 90 days following a disaster. Ongoing recovery activities are provided through rehabilitation grants, which offer the means to rebuild, replant ruined crops, and counsel those in trauma. The Episcopal Church works primarily through Church World Service in providing its disaster-related services.

Friends Disaster Service (FDS)

FDS provides clean-up and rebuilding assistance to the elderly, disabled, low income, or uninsured survivors of disasters. It also provides an outlet for Christian service to Friends' volunteers, with an emphasis on love and caring. In most cases, FDS is unable to provide building materials and, therefore, looks to other NVOAD member agencies for these materials.

Friends Disaster Service volunteers rebuild homes in Shadyside, Ohio, in 1990.

International Association of Jewish Vocational Services (IAJVS)

IAJVS is an affiliation of 26 U.S., Canadian, and Israeli Jewish Employment and Vocational and Family Services agencies that provides a broad spectrum of training and employment initiatives needed in disaster. Some of these specific services include vocational evaluation, career counseling, skills training, and job placement. In addition to providing vocational services, IAJVS is also involved in problems of drug and alcohol abuse programs for the homeless, specialized services for welfare recipients, and workshops for disabled individuals.

International Relief Friendship Foundation (IRFF)

IRFF has the fundamental goal of assisting agencies involved in responding to the needs of a community after disaster strikes. When a disaster hits, IRFF mobilizes a volunteer group from universities, businesses, youth groups, women's organizations, and religious groups. IRFF also provides direct support and emergency services immediately following a disaster such as blankets, food, clothing, and relief kits.

Lutheran Disaster Response (LDR)

LDR provides for immediate disaster response, in both natural and technological disasters, long-term rebuilding efforts, and support for preparedness planning through synods, districts, and social ministry organizations. The disasters to which LDR responds are those in which needs outstrip available local resources. LDR provides for the coordination of 6,000 volunteers annually. In addition, LDR provides crisis counseling, support groups, mental health assistance, and pastoral care through its accredited social service agencies.

Lutheran Disaster Response volunteers provide clean-up services following a major flood.

Mennonite Disaster Services (MDS)

MDS assists disaster victims by providing volunteer personnel to clean up and remove debris from damaged and destroyed homes and personal property and to repair or rebuild homes. Special emphasis is placed on assisting those less able to help themselves, such as the elderly and handicapped.

Mennonite Disaster Services volunteers assess damage after the 1996 flood in Yuba, California.

National Emergency Response Team (NERT)

NERT meets the basic human needs of shelter, food, and clothing during times of crisis and disaster. NERT provides Emergency Mobile Trailer Units (EMTUs), which are self-contained, modest living units for up to 8-10 people, to places where disaster occurs. When EMTUs are not in use, they serve as mobile teaching units used in NERT's educational program for children. NERT also conducts Educational Emergency Preparedness Programs in communities.

National Organization for Victim Assistance (NOVA)

NOVA provides social and mental health services for individuals and families who experience major trauma after disaster, including critical incident debriefings.

Nazarene Disaster Response (NDR)

NDR provides clean-up and rebuilding assistance, especially to the elderly, disabled, widowed, and those least able to help themselves. In addition, a National Crisis Counseling Coordinator works into the recovery phase by assisting with the emotional needs of disaster victims.

Northwest Medical Teams International

Northwest Medical Teams International supports the lead voluntary agencies responding to disaster situations by enlisting volunteers as needed to the stricken areas and sending money and supplies for cleaning and reconstruction.

The Phoenix Society for Burn Survivors

The Phoenix Society for Burn Survivors provides social services and emotional support for individuals who experience major burn injuries, as well as their families. Three-hundred area coordinators throughout the U.S. give their time to support burn survivors and their families on a volunteer basis. All are burn survivors themselves or parents of a burned child.

Points of Light Foundation

Points of Light Foundation coordinates spontaneous, unaffiliated volunteers and meets the needs of the local community and other disaster response agencies through its affiliated network of local Volunteer Centers.

Presbyterian Disaster Assistance (PDA)

PDA works primarily through Church World Service in providing volunteers to serve as disaster consultants and funding for local recovery projects that meet certain guidelines. This agency also provides trained volunteers who participate in the Cooperative Disaster Child Care program. On a local level, many Presbyterians provide volunteer labor and material assistance.

Volunteers from Presbyterian Disaster Assistance rebuild a church in Boligee, Alabama, that was destroyed by arson.

REACT International

REACT International provides emergency communication facilities for other agencies through its national network of Citizen Band radio operators and volunteer teams. REACT teams are encouraged to become part of their local disaster preparedness plan. Furthermore, they are encouraged to take first aid training and to become proficient in communications in time of disaster.

The Salvation Army

The Salvation Army provides emergency assistance including mass and mobile feeding, temporary shelter, counseling, missing person services, medical assistance, and the warehousing and distribution of donated goods including food, clothing, and household items. It also provides referrals to government and private agencies for special services.

A Salvation Army soldier provides a warm blanket to sixteen-year-old Havier Arellano during the Northern California floods of 1994.

Second Harvest National Network of Food Banks

Second Harvest National Network of Food Banks collects, transports, warehouses, and distributes donated food and grocery products for other agencies involved in both feeding operations and the distribution of relief supplies through its national network of food banks. Second Harvest also processes food products collected in food drives by communities wishing to help another disaster-affected community. Second Harvest develops, certifies, and supports their food banks; serves as a liaison between the food banks and the donors; and educates the public about the problems and solutions of hunger.

Society of St. Vincent De Paul

Society of St. Vincent De Paul provides social services to individuals and families, and collects and distributes donated goods. It operates retail stores, homeless shelters, and feeding facilities that are similar to those run by the Salvation Army. The stores' merchandise can be made available to disaster victims. Warehousing facilities are used for storing and sorting donated merchandise during the emergency period.

Southern Baptist Disaster Relief

Southern Baptist Disaster Relief provides more than 200 mobile feeding units staffed by volunteers who can prepare and distribute thousands of meals a day. Active in providing disaster child care, the agency has several mobile child care units. Southern Baptists also assist with clean-up activities, temporary repairs, reconstruction, counseling, and bilingual services.

UJA Federations of North America

UJA Federations of North America organizes direct assistance, such as financial and social services, to Jewish and general communities in the U.S. following disaster. It also provides rebuilding services to neighborhoods and enters into long-term recovery partnerships with residents.

United Methodist Committee on Relief (UMCOR)

UMCOR provides funding for local United Methodist Committee on Relief units in response and recovery projects based on the needs of each situation. This agency also provides spiritual and emotional care to disaster victims and long-term care of children impacted by disaster.

United States Service Command

United States Service Command provides trained corps of volunteers to voluntary and governmental agencies during disaster.

Volunteers in Technical Assistance (VITA)

VITA provides telecommunications and management information systems support to the emergency management community.

Volunteers of America (VOA)

VOA is involved in initial response services aimed at meeting the critical needs of disaster victims, such as making trucks available for transporting victims and supplies to designated shelters. VOA also collects and distributes donated goods and provides mental health care for survivors of disaster.

World Vision

World Vision trains and mobilizes community-based volunteers in major response and recovery activities; provides consultant services to local unaffiliated churches and Christian charities involved in locally-designed recovery projects; and collects, manages, and organizes community-based distribution for donated goods.

SUMMARY

In this unit, you have learned about the many emergency management services that voluntary agencies provide to disaster-affected individuals and communities. Volunteer disaster relief efforts occur in every stage of the emergency management cycle. This is possible because of the large number of voluntary agencies and the different services provided by each agency.

Voluntary agencies work in cooperation with other government and voluntary disaster response agencies to provide services to disaster victims. Unit Four will discuss how voluntary agencies communicate, coordinate, and collaborate among themselves and with their partners before, during and after disasters.

CHECK YOUR MEMORY

Once you have completed the questions below, check your answers on page E-2.

1. The rebuilding of buildings, roads, and bridges, and activities to reestablish businesses occur during which phase of the emergency management cycle?

   a. Recovery
   b. Preparation
   c. Response
   d. Mitigation

2. Representatives from a voluntary agency appeal to local officials to have a nursing home moved from a flood-proned area. This is an example of which service?

   a. Counseling
   b. Identification
   c. Advocacy
   d. Emergency assistance

3. Which voluntary agency would be most likely to provide mass care services?

   a. The American Red Cross
   b. Church of the Brethren Disaster Response
   c. Lutheran Disaster Response
   d. Second Harvest National Network of Food Banks

4. Which voluntary agency would provide clean-up and rebuilding assistance following a disaster?

   a. Friends Disaster Service
   b. Lutheran Disaster Response
   c. Mennonite Disaster Services
   d. All of the above

5. Which voluntary agency would be most likely to provide childcare?

   a. Church World Service Disaster Response
   b. Church of the Brethren Disaster Response
   c. REACT International
   d. Catholic Charities USA Disaster Response

Unit Four

Working Together

INTRODUCTION

The roles and services of voluntary agencies in emergency management will be successful only when agencies are willing and able to collaborate with one another and with other disaster relief organizations to accomplish common goals. Neither voluntary agencies nor the government, working alone, can help the American public mitigate against, prepare for, respond to, and recover from disasters. Collaboration among all sectors of the emergency management community must begin during the mitigation and preparation phases and continue through response and recovery operations.

In this unit, you will learn about:

- The benefits of voluntary agency collaboration;
- Challenges to and strategies for effective voluntary agency collaboration; and
- Entities (e.g., National Voluntary Organizations Active in Disaster, the Donations Collaboration Team) that foster government/voluntary agency collaboration throughout the emergency management cycle.

"The local, State, and Federal government, voluntary agencies, and others involved in disasters are like individual sand bags. Alone they cannot stop the flood, but together they are like an impenetrable wall of safety and security."

—Nancy Kelker, Winston-Salem/Forsyth County, North Carolina, Office of Emergency Management

Voluntary agency collaboration is the process by which voluntary agencies make a formal and sustained commitment to work together on a common mission. Successful collaboration requires:

- A commitment to participate in shared decision making;
- The willingness to share information, resources, and tasks in the interest of a common goal;
- Respect for each other's mission and diversity; and
- A sense of community.

A volunteer at a Salvation Army center in Hardin, Missouri, unloads health kits from Church World Service Disaster Response. In the background you can see comfort kits and cleaning supplies that were donated from the American Red Cross.

THE BENEFITS OF VOLUNTARY AGENCY COLLABORATION

Effective voluntary agency collaboration benefits both the providers and the recipients of disaster assistance by allowing services to be provided in the most effective manner possible while reducing duplication of benefits between the responding agencies. When collaboration is working well, expertise and resources are shared between voluntary agencies, the government, and private businesses. This collaboration among disaster relief organizations increases creativity, responsiveness, and the ability to draw on varied resources in order to assist individuals and families in their recovery from the disaster.

After a tornado hit Cooksville, North Carolina, in the Spring of 1989, cooperation was the key to successful disaster response. The Salvation Army van and two American Red Cross vans were stocked by the Baptist mobile kitchen. The communication unit provided by the American Radio Relay League kept it all flowing smoothly.

Here are some of the most important benefits of voluntary agency collaboration identified by experienced disaster service individuals.

- ***Improved Service:*** Collaboration yields more effective and efficient service to the impacted community.
- ***Less Confusion:*** Collaboration reduces the sense of chaos that accompanies a disaster.
- ***Increased Understanding:*** Collaboration helps organizations learn more about each other and their unique roles and responsibilities during disasters.
- ***Improved Relationships:*** Collaboration leads to better working relationships between local, State, and Federal Governments, voluntary agencies, private businesses, and the general public.
- ***Reduced Fragmentation of Services:*** Collaboration facilitates a holistic approach to emergency management and minimizes the likelihood that services will be provided in an ad hoc fashion.
- ***Reduced Duplication of Services:*** Many disaster relief organizations provide the same or similar services. However, when organizations coordinate their time and resources, more needs are met and fewer resources are wasted.

- ***Opportunities for Continued Interaction:*** When organizations begin coordinating early in the emergency management cycle, the established relationships encourage communication links for continued collaboration throughout the disaster relief process.

- ***Enhanced Problem-Solving:*** Collaboration allows for more effective problem-solving through open communication and the sharing of ideas.

- ***More Service to Diverse Populations:*** Each organization has ties to different populations in the community. When organizations choose to work together, more populations are served and it is less likely that individuals needing assistance will be missed.

> *"Networking determines the effectiveness of your response. Build sound relationships and don't be afraid to ask. You may be surprised with the response in the time of need."*
>
> *— Jim Morsch, Nazarene Disaster Response*

Collaborating in the Response Phase

Within fifteen minutes after the bombing of the AP Murrah Federal Building in Oklahoma City, the Oklahoma City voluntary agency community responded. The Salvation Army provided mass care via five mobile disaster canteens. Working in collaboration with the Salvation Army, the American Red Cross responded immediately, providing food, water, snacks, and blankets at the disaster site. It also mobilized a mental health team to respond to the crisis and opened two shelters north of the city to accommodate hundreds of residents of a nearby damaged apartment building.

STRATEGIES FOR SUCCESSFUL VOLUNTARY AGENCY COLLABORATION

Individuals and organizations involved in emergency management often experience differences that create challenges for successful collaboration. Although these differences bring unique strengths and viewpoints to disaster operations, it is critical that disaster relief organizations understand and address these differences to ensure effective coordination. Some common challenges to and possible strategies for effective voluntary agency collaboration are presented in the following table.

"Voluntary agencies provide great comfort to people in their most desperate times. City managers and public safety workers need to nurture a strong partnership with their local voluntary agencies."

— Connie Sprynczynatyk, Director of the League of Cities, North Dakota

Collaboration Challenges	Strategies for Successful Collaboration
Goals: Organizations involved in disaster relief operations may have different goals and priorities.	• Learn about and respect each other's goals, priorities, and differences. • Reach agreement on a common mission for the disaster relief operation. • Align goals and priorities so disaster relief organizations work toward the common mission.
Roles and Services: There may be uncertainty about the roles and services provided by voluntary agencies, government organizations, and private-sector businesses.	• Meet and communicate regularly about each other's roles and services before, during, and after disasters. • Maintain a central point of contact in your organization who can educate others about your roles and services. • Distribute written information about your organization's mission, roles, and functions. • Attend each other's conferences and training exercises. • Take advantage of technological communication systems (e.g., e-mail, Internet).
Lack of Disaster Planning: Sometimes, organizations don't try to coordinate until after disaster strikes.	• Meet on a regular basis before disaster strikes. • Develop working relationships with other disaster relief organizations before disasters. • Develop written plans of operation specifying each organization's role and responsibilities during disaster. • Practice exercising these plans of operation.

Collaboration Challenges	Strategies for Successful Collaboration
Organizational Culture: Ways of doing business may differ among voluntary agencies and other organizations.	• Learn about each other's differences and attempt to identify and overcome biases. • Show respect for different cultures. • Adopt a give and take attitude. • Develop formal coalitions such as Voluntary Organizations Active in Disaster (VOADs) at the local, county, and State levels.
Experience: Experienced and inexperienced organizations are expected to collaborate.	• Experienced organizations should welcome and help those organizations with less experience. • Experienced organizations should recognize and value creative ideas that new organizations may contribute.
Location of Operations: Frequently, there is too much physical distance between the location of government organizations and voluntary agencies on disasters.	• Have a point of contact in each organization to serve as a primary cross communicator. • Have representatives at each other's sites. • Attend each other's meetings and briefings. • Use the telephone and e-mail to communicate regularly.
Changes in Personnel*:* Human resources are very fluid on disaster operations.	• Communicate with other organizations about changes in your organization's personnel. • Be patient with new people and help bring them up to speed. • Share your lessons learned with new people to avoid repetition of mistakes.

Over the years, several different organizations, committees, and positions have been created to help voluntary agencies address the challenges mentioned above, and to coordinate their roles and services to provide more effective service to disaster victims. These coordinating entities include the following and are discussed in the remainder of this unit.

- National Voluntary Organizations Active in Disaster (NVOAD)
- State and Local Voluntary Organizations Active in Disaster (VOAD)
- FEMA Voluntary Agency Liaison
- Resources Coordination Committee/Unmet Needs Committee
- Donations Coordination Team (DCT)

NATIONAL VOLUNTARY ORGANIZATIONS ACTIVE IN DISASTER (NVOAD)

NVOAD's Beginning

NVOAD is a consortium of recognized national voluntary organizations active in disaster relief. NVOAD was created in direct response to the challenges of meeting the needs of persons overtaken by disaster. After Hurricane Camille in 1969, it became clear that voluntary agencies were responding to the needs of disaster victims in a fragmented, uncoordinated manner. As a result, the following problems existed:

- Disaster victims received help in haphazard ways.
- Unnecessary duplication of effort often occurred while, at the same time, some needs were not being met at all.
- Individuals interested in volunteering became frustrated by the variety of organizations in some areas of service and the lack of opportunities to serve other needs.
- There was limited training for interested volunteers.
- Information sources on services during disasters was woefully inadequate.
- Communication between voluntary agencies was very limited and the coordination of services was negligible.

In response to these problems, representatives from voluntary agencies began to meet on a regular basis to share their respective activities, concerns, and frustrations in disaster response. On July 15, 1970, representatives from seven voluntary agencies came together in Washington, D.C., to form NVOAD. The voluntary agencies represented at this first meeting were:

- The American Red Cross;
- Christian Reformed World Relief Committee;
- Mennonite Disaster Service;
- National Catholic Disaster Relief Committee;
- Seventh Day Adventists;
- Society of St. Vincent De Paul; and

- Southern Baptist Disaster Relief.

NVOAD grew rapidly. By its tenth anniversary, there were 21 member agencies. Following major disasters in the early 1990's, six new member agencies were accepted. At present, NVOAD is comprised of more than 30 national voluntary agencies providing a wide array of disaster relief services.

NVOAD's Mission

The mission of NVOAD is to foster more effective service to people affected by disasters. NVOAD, itself, does not deliver disaster response and recovery services. NVOAD coordinates planning efforts by many voluntary organizations responding to disaster. Member organizations provide more effective service and less duplication by getting together before disasters strike. Once disasters occur, NVOAD or an affiliated state VOAD encourages members and other voluntary agencies to convene on site. This cooperative effort has proven to be the most effective way for a wide variety of volunteers and organizations to work together in a crisis.

"I define NVOAD as a collection of members who bring special skills to the table to do disaster response and recovery. At that table, members can look at how they work together cooperatively to best serve disaster survivors."

— Donna Derr, Church World Service Disaster Response

NVOAD's mission is based on four core values.

1. ***Cooperation:*** Voluntary agencies need and rely on each other. No one member organization of NVOAD has all the answers for all the challenges faced during disasters. Voluntary agencies need to treat each other as partners.

2. ***Communication:*** NVOAD member organizations must share information regularly about their capacities, accomplishments, limitations, and commitments. Members must develop and maintain effective channels for sharing this information, listen carefully to each other, and deal openly with concerns.

3. ***Coordination:*** Member organizations must commit to working together, not competitively, toward the goal of effective service to disaster victims. Through careful planning and preparation, NVOAD helps its member organizations behave in a coordinated fashion in time of disaster.

4. ***Collaboration:*** Member organizations must dedicate themselves to working together to achieve specific goals and to undertake specific projects at disaster sites. They must form partnerships during the disaster response.

NVOAD accomplishes its mission in several ways.

- ***Meetings:*** Meetings allow member organizations to get to know each other and each other's work. They also lay the foundation for a coordinated response in times of disaster. NVOAD convenes an annual meeting and other meetings throughout the year, as needed. NVOAD also holds ongoing electronic meetings through their e-mail system offering a forum for member interchange and discussing board and committee business.

- ***Education:*** NVOAD's member organizations provide disaster-related training, often across organizational lines, to increase awareness and preparedness in each organization.

- ***Outreach:*** NVOAD encourages the formation of State and substate VOADs, and it gives prospective VOADs guidance on how to get themselves organized.

- ***Publications:*** NVOAD publishes a quarterly newsletter, a directory of member organizations, and other materials as appropriate. Most of these materials are available on the NVOAD web site: ***www.nvoad.org***. In addition, a video on NVOAD called "It's About Time" is available.

- ***Representation of Disaster-Related Concerns to the Government:*** NVOAD maintains a relationship with FEMA through a signed Memorandum of Understanding. NVOAD also participates in Federal, State, and local emergency management planning.

- ***Mitigation:*** NVOAD encourages its member organizations to participate in mitigation efforts to reduce the impact of disasters.

NVOAD Leadership

NVOAD is led by a Board of Directors, which acts on behalf of the general membership. This Board meets at least twice a year in addition to the annual meeting. The Board's meetings are open to all NVOAD members.

The Board of Directors consists of nine persons elected by the membership for three-year terms. One-third of the Board is elected annually. Each Board member may serve two consecutive three-year terms.

The Board elects a President, Vice President, and Treasurer. The Board is staffed by an Executive Secretary. Below is a brief description of each NVOAD officer's role.

- ***President:*** Provides leadership for NVOAD; convenes the annual meeting; presides at meetings; acts as a spokesperson and representative; delegates tasks.
- ***Vice President:*** Acts on behalf of the President in his or her absence; monitors relationships with member organizations for adherence to NVOAD's principles of membership.
- ***Treasurer:*** Maintains all of NVOAD's financial accounts and records.
- ***Executive Secretary:*** Keeps minutes of all meetings; maintains organizational records and correspondence; handles the day-to-day management of the organization; provides support and coordination for all levels of the organization.

In conjunction with the Board of Directors and NVOAD officers, member organizations provide many support services and resources that are essential to NVOAD's success. Some of these services include writing and printing the newsletter and producing videos.

NVOAD's Relationship with FEMA

When NVOAD first organized in 1970, national disaster programs were spread among several Federal agencies. In the late 1970's, FEMA was established to consolidate these different agencies.

In October 1979, John Macy, Jr., Director of FEMA, met with the NVOAD membership. In response to this meeting, NVOAD appointed a committee to work closely with Mr. Macy on an ongoing basis.

The relationship has grown to the point that FEMA currently participates actively in NVOAD Board meetings, NVOAD committee meetings, the NVOAD Annual Meeting, and the Annual VOAD Leadership Conference. The VOAD Leadership Conference, in particular, provides FEMA an extraordinary opportunity to meet with and develop a strong rapport with local and State-level VOADs throughout the country. It is important to have a steady planning process at the local level that integrates the roles of the voluntary agencies and community-based organizations with the role of government. An effective disaster response and recovery clearly depends on a strong investment in preparedness and mitigation.

FEMA believes it is extremely important to develop strong working relationships between government emergency management at all levels and the voluntary agencies at all levels. At the national level, NVOAD offers a unique forum for communication between the many active voluntary agencies on a wide number of issues. At the regional level, FEMA participates in State VOAD activities and encourages close working relationships.

While FEMA continues to maintain its Memoranda of Understandings (MOUs) with individual voluntary agencies and works closely with NVOAD member organizations individually, FEMA and NVOAD developed a formal MOU in 1997. This FEMA-NVOAD MOU provides a framework within which FEMA and NVOAD will cooperate in disaster mitigation, preparedness, response, and recovery.

By signing this document, ***FEMA*** agreed to:

- Contribute to the public awareness of NVOAD by:
    - Encouraging State emergency management agencies to act collaboratively with their VOAD counterparts;
    - Encouraging non-member VOADs to seek affiliation with NVOAD and State and sub-state VOADs; and
    - Inviting a NVOAD representative to participate in the Joint Information Center on relief operations, as appropriate.
- Contribute to the training of NVOAD and VOAD members by sharing information concerning existing FEMA and State courses and cooperating in the development of new courses;
- Assist NVOAD in helping its members contribute to disaster mitigation by identifying training and financial resources that may be available to voluntary agencies; and
- Assist NVOAD in the development of a partnership between its members and the business community.

In this Memorandum of Understanding, ***NVOAD*** agreed to:

- Lead and encourage the mitigation of natural hazard risks through outreach, education, and local community involvement both before and after disasters occur;
- Encourage linkages between governments, the business community, and State and sub-state VOADs, which enhance preparedness for coordinated future relief efforts;
- Assist FEMA when a major disaster or emergency is declared by convening a meeting of the voluntary sector to coordinate an effective response and recovery;
- Encourage its members to regularly share information about field disaster response and recovery activities with FEMA regional offices prior to and following disaster declarations by the Federal government; and
- Disseminate FEMA emergency management information through its membership.

STATE AND LOCAL VOLUNTARY ORGANIZATIONS ACTIVE IN DISASTER (VOAD)

The VOAD Movement

Not long after the development of NVOAD, State and regional VOAD organizations were created to ensure an effective response to disasters at the State and local levels. The first State VOAD was formed in 1975. The VOAD movement initially grew without much order and without official sanction or direction from NVOAD. However, in 1988 NVOAD developed formal procedures for chartering State and local VOAD members. At this time, there are chartered State VOAD organizations in almost all the U.S. states and territories, and there are a growing number of local VOADs.

Membership by State and local VOADs in NVOAD fosters good will and cooperation among as many disaster response organizations as possible. When State and local VOADs become part of the national effort, they benefit by:

- Coordinating their work with that of NVOAD by participating in the Annual VOAD Leadership Conference and becoming part of the information-sharing network of disaster response professionals and volunteers;
- Gaining clarity regarding disaster-related issues and Federal, State, and local Government programs;
- Participating with NVOAD in the development and sponsorship of State and local training programs; and
- Receiving regular leadership guidance, the newsletter, and access to the electronic forums.

VOAD Activities

The main activities of VOAD fall into four categories.

1. ***Planning:*** VOADs should have a plan that identifies the primary resources of their member organizations and the roles members will fill in time of disaster. For example, "Group A will handle all clothing donations, Groups B-D will provide emergency food and shelter, Group E will supply volunteers for clean-up but cannot purchase any materials, and Group F will donate cash assistance." The plan should also specify the role of the VOAD in time of disaster.

> *"It's critical that State VOADs meet before disasters to discuss ways to avoid duplication and services - otherwise, needs are not met."*
>
> *— Glenn Gress, American Red Cross*

2. ***Training:*** VOADs should sponsor or facilitate the training of members and their organizations for effective activity in all phases of disaster response.

3. ***Convening:*** When a disaster occurs in their area, VOADs should convene their members to share information concerning the disaster and their plans for response. State and local VOADs should work together on larger disasters.

4. ***Partnering:*** VOADs should enter partnerships with government emergency management agencies to facilitate communication and coordination.

See Appendix C for detailed steps on developing a VOAD.

Louisiana Voluntary Organizations Active in Disaster (VOAD)

Founded in January 1984, Louisiana VOAD is an umbrella organization of not-for-profit organizations that are active in disaster service. Each member organization maintains its own autonomy while coordinating closely with each other through Louisiana VOAD. Louisiana VOAD's purpose is to bring together the volunteer organizations and to encourage more effective disaster response through cooperation, coordination, communication, education, and convening mechanisms.

Louisiana VOAD seeks to ensure the availability of needed services during disasters in a timely manner, with minimal duplication of services, and to encourage uniform, impartial provision of those services.

Some notable accomplishments of Louisiana VOAD include the following.

- Louisiana VOAD has established a close working relationship with the Louisiana Office of Emergency Preparedness. It participates in statewide disaster drills and holds a seat in the state command center during actual disasters.

- Louisiana VOAD has been especially effective in donations management coordination and one of its member organization, Adventist Community Services, has contracted with the state to manage unsolicited donated goods.

- Louisiana VOAD has played an important role in the formation and support of local Resource Coordination Committees/Unmet Needs Committees following disasters.

- Louisiana VOAD conducts an annual training conference with attendees from member agencies as well as state and local government agencies and interfaith organizations involved in disaster response.

Virginia Voluntary Organizations Active in Disaster (VOAD)

The Virginia VOAD is committed to providing effective service to all persons affected by disasters. At its inception, Virginia VOAD decided to be proactive in disaster response while recognizing and maintaining the individuality and unique identity of its member organizations. All major church groups, the American Red Cross, the Salvation Army, food banks, the Virginia Jaycees, and related government agencies are members of Virginia VOAD. Thus, the entire commonwealth is represented.

Virginia VOAD has established and maintained a strong working relationship with the Virginia Department of Emergency Services and has an assigned desk in the Virginia Emergency Operations Center (EOC). Operating from the EOC, the Virginia VOAD representative is able to access the resources of member organizations in response to specific needs both during the immediate crisis and into the recovery phase. For example, during the 1998 winter storms in Virginia, several member organizations were contacted concerning specific needs. In one case, a food bank provided direct assistance while another member had financial assistance available if needed.

Oklahoma Voluntary Organizations Active In Disaster (VOAD)

Following the April 19, 1995 Oklahoma City bombing, the Oklahoma Department of Civil Emergency Management (ODCEM) evaluated the effectiveness of the State's disaster response efforts. From this evaluation study, ODCEM determined that:

- Handling unsolicited donated goods and spontaneous volunteers was critical during disasters.
- Local jurisdictions required training, guidance, and leadership on how to work more effectively with the Oklahoma Voluntary Organizations Active in Disaster (OKVOAD).

Based on these findings, it was decided that a dedicated ODCEM staff position for human services was needed. This position was quickly filled with a new Human Services Coordinator who was given the primary responsibility of forging a closer relationship with OKVOAD. This individual was also tasked with establishing a Donations Management program, acting as a liaison between the VOAD's and the government, and assisting with training the local jurisdictions on working with the OKVOAD. During this time, an Individual Assistance Officer was also established at the State office. Through these positions, the State is better equipped to support the OKVOAD. Some specific activities that have occurred since the creations of these positions include the following.

- The Human Services Coordinator is now the Executive Secretary to the OKVOAD—a non-voting position who sends out notices of meeting, meeting minutes, and any other information needed.
- The Human Services Coordinator and the Individual Assistance Officer arrange free training workshops at each VOAD meeting.
- The State developed and maintains on an on-going basis a comprehensive OKVOAD directory for all of its members.
- A modified Donations Management system was developed collaboratively with the State and OKVOAD that ensures coordination between the VOADs and the State emergency management systems.
- Working procedures between the State and OKVOAD are evaluated at each VOAD meeting and improved upon as necessary.

Washington Voluntary Organizations Active in Disaster (VOAD)

Founded in 1988, Washington VOAD is an organization comprised of voluntary agencies as well as other interested groups and individuals in the State of Washington who are dedicated to disaster preparedness, response, and recovery. The members of Washington VOAD support each other through collaborative efforts to maximize available resources and facilitate the most rapid, effective, efficient, and appropriate recovery for disaster survivors and their respective communities.

Since its inception, Washington VOAD has arranged monthly meetings of its member organizations, including the State Department of Emergency Management and FEMA. Meetings each month give the member organizations an opportunity to build relationships and respect for each other, which has resulted in a high level of harmony and support during disaster response efforts. Washington VOAD also serves as an ongoing Resource Coordination Committee/Unmet Needs Committee. Both FEMA Region X and the Washington Department of Emergency Management refer cases that have extended beyond their capacity to this committee.

A few examples of the cooperative, collaborative relationships that Washington VOAD has developed are presented below.

One week prior to Christmas 1995, following extensive flooding and a severe windstorm, representatives from FEMA, the Washington Department of Emergency Management, the American Red Cross, and Washington VOAD met to review cases needing emergency attention. Washington VOAD members divided the work and prior to Christmas Day all emergency unmet needs had been addressed.

When flash floods in the spring of 1988 impacted several Eastern Washington counties, there was a need to rebuild a bridge that had been washed away. This need was referred to Washington VOAD by the Washington Department of Emergency Management. Washington VOAD members, in collaboration with volunteers from United Methodist Committee on Relief, made telephone calls, conducted an on-site assessment of the bridge, and set in motion a plan to rebuild the bridge.

When Seattle was selected by FEMA as a model for its Project Impact mitigation study, Washington VOAD became a member of the planning committee. Washington VOAD has agreed to provide the volunteer resources of its member organizations to assist families in retrofitting their homes, thereby reducing severe losses in the event of an earthquake.

Missouri Voluntary Organizations Active in Disaster (VOAD)

The Midwest Floods of 1993 produced many long-term improvements for Missouri VOAD. Voluntary agencies, in particular, increased in stature in the emergency management community. What follows are some examples of cooperation and accomplishments from the Midwest Floods.

- The Disaster Recovery Partnership was formed to improve the delivery of disaster services to individuals. This Partnership is an organization, appointed by the Governor, that is comprised of State, Federal, private, and not-for-profit agencies that have a mandate to serve disaster victims. This Partnership has created unprecedented levels of cooperation between government and non-governmental agencies.

- The Disaster Recovery Partnership promoted the creation of a Statewide Voluntary Agency Coordinator within the State Emergency Management Agency (SEMA).

- Missouri VOAD is now scheduling quarterly meetings in conjunction with SEMA training courses to help defray the cost of travel for those who attend.

- The importance of having Voluntary Agency Liaisons in the State Emergency Operations Center (EOC) was demonstrated during the Midwest Floods. The Voluntary Agency Liaison provided information to agencies about when and where flooding was occurring. Missouri VOAD created a formal plan to have representation and inter-agency coordination at the State EOC. This plan is currently being tested and analyzed.

- Missouri VOAD, together with SEMA, sponsored a terrorism exercise called VOEX ’97 that brought together government and private agencies to work on human service issues such as mass care, crisis counseling, special needs populations, and long-term recovery issues.

FEMA VOLUNTARY AGENCY LIAISON

Purpose of the Voluntary Agency Liaison

FEMA provides a Voluntary Agency Liaison to the ten FEMA regional offices, the Pacific Area office, the Caribbean Area office, and the Emergency Management Institute. The primary purpose of the FEMA Voluntary Agency Liaison is to foster a strong rapport between all of the voluntary agencies and the FEMA regional offices.

The Voluntary Agency Liaison shares information with voluntary agencies about FEMA and other Federal Agency disaster programs and policies, and strives to build a high level of trust at the regional level. In addition, the Voluntary Agency Liaison provides guidance to the FEMA offices on the role of the voluntary agencies in the region and serves as the principal point of contact for the voluntary agencies. One of the most critical preparedness roles that the Voluntary Agency Liaison serves is providing guidance and encouragement in the development of the State and local VOADs. Having a broad-based, viable, and active State or local VOAD in the preparedness period makes an extraordinary difference in the disaster response and recovery periods.

Disaster Operation Activities of the Voluntary Agency Liaison

Listed below are some of the specific activities that a Voluntary Agency Liaison carries out on a disaster operation.

- Advises the voluntary sector about the Federal/State Coordination Meeting, the Voluntary Agency Coordination Meeting, and essential information concerning Disaster Field Office (DFO) operations, points of contact, and reporting requirements.
- Makes arrangements for work space in the DFO for organizations such as the American Red Cross and others to better coordinate activities or for those carrying out a service on behalf of the Federal Government.
- Establishes an information exchange via telephone, facsimile, or other method.
- Coordinates with other functions such as the Public Information Officer, Community Relations, Congressional Relations, Emergency Support Function (ESF) #5, and the State to assure that voluntary relief activities are understood.
- Coordinates with the Mitigation Branch to assure that voluntary building and repair agencies are aware of local flood plain management and mitigation issues in the affected areas.
- Establishes a system to handle emergency referrals to the voluntary sector on a 24-hour basis.

- Provides for continued support, technical assistance, and liaison following the closure of the DFO.

The Emergency Management Institute (EMI) Voluntary Agency Liaison

Listed below are responsibilities that are specific to the Voluntary Agency Liaison assigned to EMI in Emmitsburg, Maryland.

- Provide advice and assistance to FEMA in developing training activities for State and local officials on using community resources and other voluntary and private sector services.
- Provide advice and guidance to EMI staff on voluntary agency resources and services in support of State and local government emergency management.
- Maintain a close working relationship with voluntary agencies and other Voluntary Agency Liaisons to use their expertise with regard to training issues.

THE DONATIONS COORDINATION TEAM

Background: The National Donations Management Strategy

The concept of the Donations Coordination Team developed from the National Donations Management Strategy, adopted by the National Donations Steering Committee in 1993. This steering committee, which was convened by FEMA, included representatives from local and State emergency management, voluntary agencies, and Federal agencies such as the Department of Defense, the Department of Transportation, General Services Administration, and the Department of State.

The National Donations Management Strategy outlines the basic process for managing donated goods and services during a disaster. Prior to the introduction of this strategy, most major disasters experienced "the disaster after the disaster." A chronic problem was the disaster area becoming clogged with goods that were unneeded, inappropriate, or poorly labeled and packaged. Offers made with the best intentions often added to and prolonged the suffering of disaster victims by jamming distribution channels and overwhelming voluntary agencies. The National Donations Management Strategy is based on the following assumptions about donations management.

- Donations activities begin before a Federal declaration.
- It is only unsolicited goods and unaffiliated volunteers that are of concern.
- Designated goods may be affected by State policies in disasters when roads and safety are impacted.
- State and local governments are ultimately in charge of managing unsolicited goods and unaffiliated volunteers though a close working relationship with voluntary agencies is necessary.
- The Federal government and NVOAD are in supportive roles.
- The full use of voluntary agencies and community-based organizations in the donations management process is essential.
- Flexibility in the donations management process is necessary; there is no single way to manage unsolicited goods and services.
- A united and cooperative approach is necessary; no single agency can handle unsolicited goods and services.
- Cash to voluntary agencies is the preferred donation.
- Information management is essential for a successful operation.

The National Donations Management Strategy makes the best possible use of the compassionate, altruistic instincts of Americans, while at the same time providing the level of information and containment necessary to emergency managers. This strategy illustrates the kind of creative problem-solving that can result from collaborative efforts between the government and voluntary agencies.

A Coordinated Donations Management Effort

The Illinois State Donations Coordination Center, established during the 1993 Midwest Floods, continues to be one of the best examples of effective management of unsolicited goods and unaffiliated volunteers in a large-scale disaster. The key to success in this operation was the high level of State cooperation with the voluntary agencies and with FEMA. The decisive and proactive State emergency management leadership provided the space for the Donations Coordination Team (DCT). The State assisted with direct coordination of the affected local jurisdictions for situation assessment information including the critical need for additional sandbaggers. In addition, the State assisted the coordination efforts with clear and timely press releases and with the communications and personnel to run the phone bank.

The voluntary agencies provided representatives who had their respective agencies' authority to accept or decline the offers coming into the phone bank. The State VOAD Chairperson was chosen to co-lead the DCT along with the State emergency management. A very active interagency donations "intelligence" component was kept busy tracking down reports of large-scale uncoordinated collection drives around the country and offering coordination support. Key organizations including Second Harvest National Network of Food Banks, Adventist Community Services, the Salvation Army, the American Red Cross, and Southern Baptist Disaster Relief helped to manage the activities of the DCT. Several other organizations participated in the regular DCT meetings that were held to discuss the progress of the efforts and problems.

All elements of the 10-point National Donations Management Strategy were fully implemented in the Illinois operation. As a result, the public made enormous contributions of in-kind donations that made a positive difference in the disaster response and recovery efforts instead of being wasted and counter-productive as in the past.

A Team Approach to Donations Management

In many disasters, it is necessary for voluntary agencies, community-based organizations, the government, and others to work together to address the incoming flow of unsolicited donated goods and unaffiliated volunteers. In such times, a team approach has proven to be the most effective way for managing donations. This team is often called the Donations Coordination Team (DCT).

"In the Great Kentucky Flood of 1997, we had donated goods from businesses being stored in Food Pantry Warehouses being manned by volunteers from the Adventist Community Services and the United Methodist Committee on Relief. Supplies from these warehouses were being used by the Baptists to fix meals for American Red Cross shelters. That's cooperation and coordination."

— David Boyer, Kentucky Division of Emergency Services

The mission of the Donations Coordination Team, comprised of voluntary agencies and government representatives, is strictly to manage unsolicited donated goods and spontaneous volunteers coming into the disaster area. This mission is based on the premise that the public's involvement and support of voluntary agencies with in-kind and cash donations is critical for a steady recovery from the disaster. Emergency managers, both in the voluntary agency sector and the government, must be prepared to work with the public to ensure that their contributions meet the affected community's needs. Otherwise, unsolicited goods may be counterproductive causing considerable waste of warehouse space, labor, and other local resources.

The Donations Coordination Team assembles immediately after a disaster and establishes a framework for the donations management operation. The team disseminates information to the general public on how it can coordinate offers of goods and services before sending them into the disaster area. The Donations Coordination Team focuses primarily on the disaster response phase by channeling donated resources into the disaster area in an organized fashion. This allows voluntary agencies and local governments to provide the most effective emergency assistance to disaster victims.

"Without the contribution of the voluntary organizations, the transportation of donated goods would quickly deteriorate into chaos, wasting precious resources and robbing victims of the supplies they desperately need for recovery."

— John Porco, Deputy Director of the Office of Emergency Transportation, Department of Transportation

The Structure of the Donations Coordination Team

The Donations Coordination Team is managed by the State Donations Coordinator and can be co-managed by a leading representative from a voluntary agency in the State. The team is composed of any responsible organization, governmental or non-governmental, that has a role in the donations management. Typically, the Donations Coordination Team includes:

- The State Donations Coordinator;
- The President of the State VOAD;
- Representatives from the State VOAD;
- Representatives from regional and national voluntary agencies;
- FEMA representatives;
- Representatives from the State Government for logistics, public information, communications, finance, transportation, etc.; and
- Representatives from key local emergency management agencies.
- Major community-based organizations.

The Donations Coordination Team may also include representatives from local businesses and others who desire to be more involved in donations management.

Tasks of the Donations Coordination Team

Listed below are some of the basic tasks of the Donations Coordination Team in managing unsolicited goods and services during a disaster operation.

- Ensure that there is an overall strategic logistics plan in place for receiving and managing unsolicited goods. This is critical to minimize the likelihood that unsolicited goods will interfere with emergency response operations in the disaster area.

- Ensure that all the "right players are at the table" from the start. This may include any individual or group who is providing disaster services to the community and is concerned about the management of unsolicited goods and services.

- Reach consensus about what types of goods and services are needed in the community and forward this information to the public.

- Establish a Donations Coordination Center complete with a phone bank, if necessary. Voluntary agency toll free telephone numbers should be fully used before a central toll free number is established. However, in large-scale disasters most donations hotlines become overwhelmed quickly and a central toll free number becomes necessary.

The Oklahoma State Donations Coordination Center provided much needed space for voluntary agencies to meet with their State and local counterparts to discuss donations coordination issues throughout the intensive response period following the Oklahoma City Bombing. Some 5,000 calls were taken by the State-FEMA donations phone bank alone.

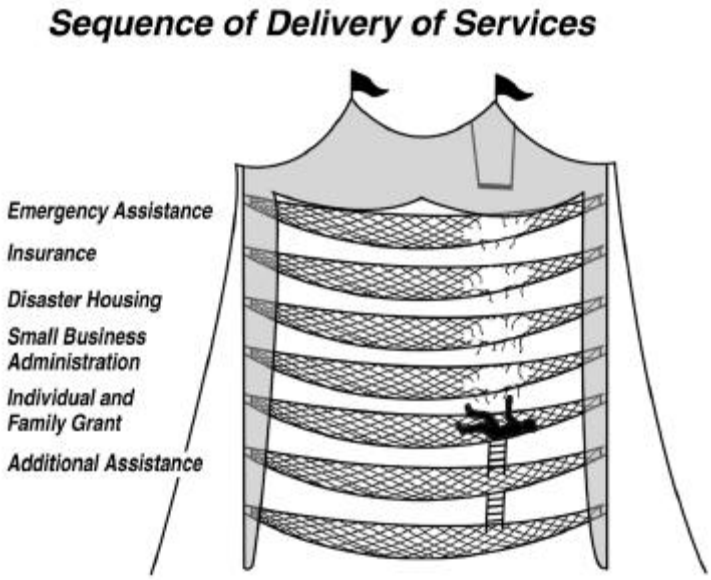
- Process the offers that come into the Donations Coordination Center in a timely and effective manner. This is best accomplished by ensuring that offers are sorted and that experienced voluntary agency representatives have the opportunity to negotiate with the donor about the offer. Shipping and receiving details should also be discussed with the potential donor and interested recipient.

- Strive to maintain a harmonious working relationship with all involved parties including voluntary organizations, government agencies, donors, media, politicians, community-based organizations, and others. This task should be handled with the experienced support of a Voluntary Agency Liaison, Public Information Officer, Congressional Liaison Officer, and Logistics staff members.

THE RESOURCE COORDINATION COMMITTEE/UNMET NEEDS COMMITTEE

Purpose of the Committee

In the sequence of delivery of disaster relief assistance, voluntary agencies and the local government are the first on the scene to provide emergency assistance to meet basic health and safety needs. These efforts are quickly supplemented with the support of the next level of government and national voluntary agency offices. After the immediate relief is underway, disaster victims can begin calling FEMA's Teleregistration Center to apply for Federal disaster assistance. At this point, a determination is made as to what type of Federal assistance should be provided based on the individual's application and a housing inspection. The different types of Federal assistance may include a disaster relief loan from the Small Business Administration, housing assistance from FEMA, or an individual and family grant from the State Government.



Even after an individual has received disaster relief assistance from the government, there may still be unmet needs. At this juncture, the voluntary agencies and community-based organizations again play a critical role in meeting these unmet needs. The Resource Coordination Committee/Unmet Needs Committee provides for the development of a coordinating body of voluntary agencies and community-based organizations to address the long-term needs of individual families that have not been met by local, State, Federal or voluntary agency assistance.

Leadership and Structure of the Committee

When possible, existing coordinating individuals or groups in the local community, such as the FEMA Voluntary Agency Liaison, the American Red Cross Voluntary Liaison, or local VOAD or interfaith organizations are the starting point for the Committee. Local leadership is essential from the beginning so that there is a true sense of ownership for the process and a higher chance of sustainability of the committee.

The Resource Coordination Committee/Unmet Needs Committee is composed of representatives from different disaster service agencies, including:

- VOAD members;
- Other disaster relief agencies;
- Community service organizations;
- Civic clubs and fraternal organizations;
- Local businesses;
- Interfaith organizations and religious groups; and
- FEMA and/or State representatives.

Any agency that is committed to the long-term recovery of individuals and families and has resources to share may sit on the Committee. However, agency representatives must have decision-making authority for their organizations. An objective, neutral coordinator facilitates the Committee's activities. During the recovery period, this coordinator convenes and facilitates regular meetings during which information about community resources is shared.

Benefits of the Committee

During the recovery phase, the Resource Coordination Committee/Unmet Needs Committee helps voluntary agencies coordinate their services and provide the most effective relief to disaster victims because it:

- Expands each agency's opportunity to assist survivors whom they might not have encountered otherwise;
- Fosters the best and most extensive use of each agency's services and resources;
- Allows agencies to share information about cases they are serving and avoid duplicating benefits;
- Provides a system for future interaction; and
- Affords the opportunity for non-traditional and other community-based organizations to participate in the recovery effort.

"When voluntary agencies get together, compare notes, and start to learn about each other, they can, instead of competing, say where are the gaps in service and how can we fill them."

— Michael Bruinooge, Christian Reformed World Relief Committee

Disaster victims benefit from this Committee because it allows them to have access to all agencies simultaneously and to take advantage of the collective problem solving skills of experienced case managers.

Case Consideration

Families with disaster-related needs that have not been met through personal, local, State, Federal, or voluntary agency resources may request consideration for assistance by applying through a participating agency. Agencies may bring cases directly to the Committee if they are unable to meet client needs through their own resources. The Committee will review and, if possible, develop a recovery plan to meet the needs of each case that is brought forward. All cases presented to the Committee must be accompanied by a release of confidentiality signed by the client so that the case information may be shared.

A Collaborative Effort in Addressing Unmet Needs

In the aftermath of Hurricane Fran (1996), many mobility-impaired individuals had the wheel chair ramps leading to their homes either severely damaged or destroyed by the storm. The State approached the FEMA Voluntary Agency Liaison to see if the voluntary agencies could provide some assistance with this very special unmet need. The FEMA Voluntary Agency Liaison shared this unmet need at the next meeting of the voluntary agency community. After the meeting, the American Red Cross, Mennonite Disaster Services, the Center for Independent Living, and the State came together and developed the following plan for addressing this unmet need.

- The American Red Cross reviewed the case of each individual requesting ramp repair or rebuilding. If eligible, the American Red Cross provided funding for the materials needed to repair or rebuild the wheelchair ramp.
- United Methodist Committee on Relief, Adventist Community Services, and Mennonite Disaster Services divided the State into sections, each taking responsibility for fielding volunteer teams to repair and rebuild the wheelchair ramps.
- The Center for Independent Living provided blue prints for the ramps.
- The State representative approached a local business and asked for a building supply donation.

As a result of this collaboration, 25 wheelchair ramps were repaired or rebuilt at no expense to the local, State, or Federal Government.

PROJECT IMPACT

Goal of Project Impact

The goal of Project Impact, launched by FEMA in 1997, is to reduce the personal and economic costs of disasters by bringing together community leaders, citizens, and businesses to prepare for and protect themselves against the ravages of nature. Voluntary agencies have unique roles they can play in the growing national disaster mitigation movement and in Project Impact in particular.

Some basic roles voluntary agencies can play include the following.

1. Host public education forums on the importance of prevention.

2. Foster a dialogue with local government and the private sector.

3. Adopt a community and help it protect its homes.

4. Take steps to integrate and streamline your disaster relief and recovery activities.

Project Impact Phases

The four phases of Project Impact include the following.

I. ***Building Community Partnerships*:** This first phase is based on the concept that we can accomplish more as a group than as individuals. You can help by identifying and recruiting Project Impact partners in your community . For the greatest chance of success, the community partnership group should reflect all sectors: local government leaders, civic and volunteer groups, businesses and individual citizens.

II. ***Assessing Risks*:** Once Project Impact partners have been recruited, the first order of business is to examine the community's risks for natural disasters. Then, partners must assess the community's vulnerability to those risks.

III. ***Prioritizing Needs*:** Next, the Project Impact partners should take a close look at the specific buildings and systems that are most susceptible to risk. From this one can target the appropriate resources and prioritize the actions necessary to reduce the impact and aftermath of future disasters.

IV. ***Building Support and Communicating What You Are Doing*:** It is important to keep the entire community focused on the objectives of Project Impact. It is also critical to provide on-going opportunities for additional involvement and support by updating citizens and businesses about what the Project Impact partners are doing and how the community is benefiting from these efforts.

Mitigation Tips

Below are some mitigation tips that voluntary agencies should share with their broader communities.

- Remove all debris from culverts, streams, and channels to allow the free flow of potential floodwaters.
- Ensure the safety of critical public records. Remove vital recrds from basement storage areas.
- Adopt policies now that will ensure that if flood destruction does occur, community redevelopment plans and actions will minimize future flood losses.
- Use an existing or establish a new coalition of the public and private sectors to orchestrate a community disaster mitigation day. Partner with hardware stores, nurseries, volunteer groups, businesses, and others to carry out risk reduction actions.
- Ensure that local elected officials and emergency managers fully understand the procedures for obtaining State and Federal assistance in the event of an emergency.
- Ensure that all government agencies have interoperable communications. They should be working on the same frequencies and systems to prevent emergency communications system problems.
- Conduct emergency management exercises before a disaster.
- Communicate with the public before a disaster strikes about what services are available to them through their local, county, and State governments.

Additional Project Impact Information

FEMA can provide you and your community with more information about how to become a disaster resistant community. There are many resources available to you. Call FEMA publications at (800) 480-2520 for the following information.

- Project Impact Community Guidebook
- Project Impact video to help you build support in your community and begin to take action
- How-to mitigation tools
- Technical assistance from FEMA personnel
- Prevention and Preparedness Tips for Individuals, Communities, and
- Businesses

You can also access the FEMA website at ***www.fema.gov*** for more information on Project Impact.

SUMMARY

Voluntary agency collaboration is achieved when organizations work together toward a common goal with the sincere intent of meeting that goal. Voluntary agencies must be willing to meet before, during, and after disasters to discuss ways to best serve those affected by disaster and to avoid duplication of benefits. The end result of consistent coordination is the ability of voluntary agencies, and the community at large, to provide effective and timely relief services to those who have begun their recovery from the effects of disaster.

CHECK YOUR MEMORY

Once you have completed the questions below, check your answers on page E-2.

1. Which of the following is a benefit of effective voluntary agency collaboration?

   a. Reduced duplication of services
   b. Reduced fragmentation of services
   c. Expanded resource capability
   d. All of the above

2. Which of the following individuals is responsible for providing guidance to the FEMA regional offices and the State-level VOADs on the role of disaster relief voluntary agencies?

   a. President of NVOAD
   b. FEMA Voluntary Agency Liaison
   c. EMI Voluntary Agency Liaison
   d. State Donations Coordinator

3. What is the preferred donation to voluntary agencies?

   a. Clothing
   b. Toys
   c. Cash
   d. Furniture

4. The mission of the Donations Coordination Team is to manage unsolicited donated goods and spontaneous volunteers coming into the disaster area.

   a. True
   b. False

5. During which emergency management phase does the Resource Coordination Committee/Unmet Needs Committee help voluntary agencies coordinate their services to address the long-term unmet needs of disaster victims?

   a. Recovery
   b. Response
   c. Preparedness
   d. Mitigation

Appendix A

Acronym List

This appendix includes a list of acronyms, with their full meanings, used throughout the Independent Study course. The acronyms are organized alphabetically.

ACS – Adventist Community Services

ARRL – American Radio Relay League

AMURT – Ananda Marga Universal Relief Team

CDR – Christian Disaster Response

CRWRC – Christian Reformed World Relief Committee

CWS – Church World Service

DCT – Donations Coordination Team

DFO – Disaster Field Office

EMI – Emergency Management Institute

EOC – Emergency Operations Center

ESF – Emergency Support Function

FDS – Friends Disaster Services

FEMA – Federal Emergency Management Agency

IAJVS – International Association of Jewish Vocational Services

IRFF – International Relief Friendship Foundation

LDR – Lutheran Disaster Response

MDS – Mennonite Disaster Service

MOU – Memorandum of Understanding

NDR – Nazarene Disaster Response

NERT – National Emergency Response Team

NETC – National Emergency Training Center

NFA – National Fire Academy

NOVA – National Organization for Victim Assistance

NVOAD – National Voluntary Organizations Active in Disaster

PDA – Presbyterian Disaster Assistance

SEMA - State Emergency Management Agency

TRAC – Terrebonnes Recovery Assistance Committee

UMCOR – United Methodist Committee on Relief

USFA – United States Fire Academy

VISTA – Volunteers in Service to America

VITA – Volunteers in Technical Assistance

VOA – Volunteers of America

VOAD – Voluntary Organizations Active in Disaster

VOLAG – Voluntary Agency

Appendix B

NVOAD Membership

This appendix includes a current listing of NVOAD member agencies as of January, 1999. For more information on a NVOAD member agency, you may also see the NVOAD home page on the internet at ***www.nvoad.org***. This website includes direct links to all NVOAD member agencies. In addition to these NVOAD member agencies, there are many other voluntary agencies and community-based organizations that may respond to emergencies in local communities. Your local emergency manager or the local American Red Cross can provide additional information about these disaster relief organizations. For more information on U.S. based voluntary agencies that work abroad, see www.interaction.org.

Adventist Community Services
12501 Old Columbia Pike
Silver Spring, MD 20904

Contact Person: John Gavin
Telephone: 301/680-6473
Fax: 301/680-6464
E-Mail: 74617.461@compuserve.com

American Radio Relay League
225 Main Street
Newington, CT 06111

Contact Person: Rick Palm
Telephone: 860/594-0261
Fax: 860/665-7531
E-Mail: rpalm@arrl.org

The American Red Cross
8111 Gatehouse Road
2nd Floor
Falls Church, VA 22042

Contact Person: Jerry Collins
Telephone: 703/206-8635
Fax: 703/206-8833
E-Mail: collinsj@usa.redcross.org

Ananda Marga Universal Relief Team
North American Headquarters
7627 16th Street, NW
Washington, DC 20012

Contact Person: Clark Forden
Telephone: 202/829-8676
Fax: 202/829-0462
E-Mail: amurt-wdc@amps.org

Catholic Charities USA Disaster Response
1731 King Street, Suite 200
Alexandria, VA 22314

Contact Person: Jane Gallagher
Telephone: 703/549-1390 ext. 18
Fax: 703/549-1656
E-Mail: jgallagher@catholiccharities.usa.org

Christian Disaster Response
Office of the Executive Director
P.O. Box 3339
Winter Haven, FL 33885-3339

Contact Person: Ron Patterson
Telephone: 941/956-5183
Fax: 941/956-5183
E-Mail: Drpat@gte.net

Christian Reformed World Relief Committee
2850 Kalamazoo Avenue, SE
Grand Rapids, MI 49560-0600

Contact Person: Bev Abma
Telephone: 616/224-0738
Fax: 616/224-0806
E-Mail: abmab@crcna.org

Church of the Brethren Disaster Response
P.O. Box 188
New Windsor, MD 21776

Contact Person: Stanley Noffsinger
Telephone: 410/635-8731
Fax: 410/635-8739
E-Mail: cob_disaster_and_refugee.Parti@ecunet.org

Church World Service Disaster Response
475 Riverside Drive, #606
New York, NY 10115

Contact Person: Rick Augsburger
Telephone: 212/870-3154
Fax: 212/870-2236
E-Mail: rick@ncccusa.org

The Episcopal Church Presiding Bishop's Fund for World Relief
815 Second Avenue
New York, NY 10017

Contact Person: Angela Cappiello
Telephone: 212/716-6025
Fax: 212/983-6377
E-Mail: acapiello@dfms.org

Friends Disaster Service
241 Keenan Road
Peninsula, Ohio 44264

Contact Person: Dean Johnson
Telephone: 216/650-4975
Fax: 216/650-2919
E-Mail: frndsdissv@aol.com

International Association of Jewish Vocational Services
1845 Walnut Street
Suite 608
Philadelphia, PA 19103

Contact Person: Marvin Kivitz
Telephone: 215/854-0233
Fax: 215/854-0212
E-Mail: iajvs@jevs.org

International Relief Friendship Foundation
4 West 43rd Street
New York, NY 10036

Contact Person: Kathy Winings
Telephone: 914/366-0558
Fax: 914/366-0558

Lutheran Disaster Response
8765 West Higgins Road
Chicago, IL 60631

Contact Person: Gil Furst
Telephone: 773/380/2822
Fax: 773/380/2493
E-Mail: gil_furst@ecunet.org

Mennonite Disaster Services
21 South 12th Street
P.O. Box 500
Akron, PA 17501

Contact Person: Tom Smucker
Telephone: 717/859-2210
Fax: 717/859-3875
E-Mail: tom_smucker@ecunet.org

National Emergency Response Team
221 Sheridan Blvd.
Inwood, NY 10096

Contact Person: Robert Van Deventer
Telephone: 800/NERTUSA
Fax: 516/371-6880
E-Mail: usanert@aol.com

National Organization for Victim Assistance
1757 Park Road, NW
Washington, DC 20010

Contact Person: Cheryl Tyiska
Telephone: 202/232-6682
Fax: 202/462-2255
E-Mail: cheryl@try-nova.org

Nazarene Disaster Response
1027 Featherstone Circle
Ocoee, FL 34761-3411

Contact Person: Jim Morsch
Telephone: 407/841-4082
Fax: 407/294-2275
E-Mail: jvmor@aol.com

Northwest Medical Teams International
P.O. Box 10
Portland, OR 97207-0010

Contact Person: Dick Roland
Telephone: 503/624-1000
Fax: 503/625-1001
E-Mail: nwmti@transport.com

The Phoenix Society for Burn Survivors
11 Rust Hill Road
Levittown, PA 19056

Contact Person: Wendy Hunt
Telephone: 800/888-2876
Fax: 603/889-4688

Points of Light Foundation
1400 Eye Street, NW.
Washington, DC 20005

Contact Person: Amy Hall
Telephone: 202/729-8175
Fax: 202/729-8100
E-Mail:

Presbyterian Disaster Assistance
100 Witherspoon Street
Louisville, KY 40202-1396

Contact Person: Stan Hankins
Telephone: 502/569-5797
Fax: 502/569-8039
E-Mail: stan.hankins@pcusa.org

REACT International
242 Cleveland Avenue
P.O. Box 998
Wichita, KS 67214

Contact Person: Frederick Lanshe
Telephone: 610/434-3235
Fax: 610/434-3235
E-Mail: flansche@reactintl.com

The Salvation Army
615 Slaters Lane
P.O. Box 269
Alexandria, VA 22313

Contact Person: Major David Dalberg
Telephone: 703/519-5886
Fax: 703/519-5880
E-Mail: david_dalberg@usw.salvationarmy.org

Second Harvest National Network of Food Banks
116 South Michigan Avenue
Suite 4
Chicago, IL 60603

Contact Person: Chris Rebstock
Telephone: 312/263-2303
Fax: ext. 110
E-Mail: 312/263-4357
cfrebstock@secondharvest.org

Society of St. Vincent De Paul
58 Progress Parkway
St. Louis, MO 63043-3706

Contact Person: Robert Zaiki
Telephone: 314/576-3993
Fax: 314/576-6744
E-Mail: svdp@aol.com

Southern Baptist Disaster Relief
4200 North Point Parkway
Alpharetta, GA 30022-4176

Contact Person: Mickey Caison
Telephone: 770/410-6000
Fax: 770/410-6018
E-Mail: mcaison@compuserve.com

UJA Federation of North America Suite 11E 11 Eighth Avenue New York, NY 10011	**Contact Person:** **Telephone:** **Fax:** **E-Mail:**	Debra Stein 201/489-2700 x134 201/489-3136 debra_stein@uja.com
United Methodist Committee on Relief 1601 North Kent Street Suite 902 Arlington, VA 22209	**Contact Person:** **Telephone:** **Fax:** **E-Mail:**	F. Thomas Hazelwood 703/284-3601 703/284-3602
United States Service Command 1118 Sheridan Road P.O. Box 1084 North Chicago, IL 60064	**Contact Person:** **Telephone:** **Fax:**	Joseph Howe 847/689-2545 847/689-2549
Volunteers in Technical Assistance 1600 Wilson Boulevard Suite 500 Arlington, VA 22209-1800	**Contact Person:** **Telephone:** **Fax:** **E-Mail:**	Richard Muffley 703/276-1800 703/243-1865 rmuffley@vita.org
Volunteers of America 110 South Union Street Alexandria, VA 22314	**Contact Person:** **Telephone:** **Fax:** **E-Mail:**	Chuck Gould 703/548-2288 703/684-1972 cgould@voa.org
World Vision P.O. Box 9716 Federal Way, WA 98063-9716	**Contact Person:** **Telephone:** **Fax:** **E-Mail:**	Mark Publow 206/815-2197 206/815-3341 mpublow@wvccg.wvus.org

Appendix C

Steps For Developing A VOAD

When it has been decided that your community will develop a collaboration to partner the efforts of emergency management with the efforts of the voluntary agency community, the following steps are suggested. There is additional guidance provided on developing a VOAD at the NOVAD website: ***www.nvoad.org***.

Step 1: Start now. Don't wait for a disaster to happen to establish a VOAD.

Step 2: Establish contacts.

- Meet with your local American Red Cross Disaster Services Representative to discuss your desire to develop a VOAD. The American Red Cross has Statements of Understanding with over 70 disaster responding agencies. Your American Red Cross may have already established a sound foundation for a VOAD.

- If you do not have a local American Red Cross, make a list of agencies in your community that may be willing to assist in emergency management. From this list, choose three or four that you think would be willing to help you plan an initial meeting.

Step 3: Prepare for an initial meeting.

- Discuss the goals for the initial meeting with your agency representatives.

- Draft the purpose of the VOAD.

- Prepare an invitee list, focusing on agencies that can assist in emergency management.

Step 4: Develop an agenda for the initial meeting. Include the following items.

- Welcome and introductions.
- Introduction of the emergency management program in your area.
- Introduction to the role of FEMA in emergency management.
- VOAD briefing.
- Discussion about the need to establish collaboration, emphasizing the benefits that collaboration would bring to your community. See *Unit Four: Working Together* for more information on the benefits of coordination.
- Discussion of the roles and responsibilities of the voluntary agency community, local emergency management, and FEMA throughout the entire emergency management cycle. See *Unit Three: Roles and Services of Disaster Relief Voluntary Agencies* for specific information on what activities voluntary agencies perform in each phase of emergency management.
- Establishment of a Planning Committee.
- Closing remarks.

Step 5: Send out invitations.

- Address the invitations to the senior management of each agency.
- Include a letter explaining the purpose of the meeting and the need to establish a community collaboration.
- Call to confirm that the invitations are received and to inquire about who will attend the meeting.

Step 6: Conduct the initial meeting.

- Ask a representative from the local emergency management agency or one of the voluntary agency representatives to chair the first meeting.
- Take notes during the meeting.
- Establish a Planning Committee to draft guidelines for membership criteria, draft the VOAD's mission and goals, and develop a list of priority issues that need to be addressed by the member agencies.

Step 7: Follow up on the meeting.

- Send out minutes of the meeting to all attendees.
- Schedule the next meeting
- Invite agencies to attend the next meeting.
- Encourage agencies to bring to the next meeting additional agencies that might have a role to play in the VOAD.

Step 8: Convene the newly-formed Planning Committee.

Step 9: Don't give up!

Appendix D

Additional Resources

This appendix is a resource section designed to help you continue learning after completing the course. Below is a list of recommended readings to provide additional information relevant to the information presented in this Independent Study course.

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American Red Cross, "Material Assistance Manual: A Guide to Gifts of Goods and Services Program." Washington, D.C., 1989.

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Sinha, Dilip Kumar, "Natural Disaster Reduction for the Nineties: Perspectives, Aspects, and Strategies." International Journal Services; 1992.

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Yankee Books, Camden, Maine, New England's Disastrous Weather, 1990.

Appendix E

Answers to Pretest And Check Your Memory

PRETEST

1. a (Material covered in Unit One)
2. a (Material covered in Unit One)
3. d (Material covered in Unit Two)
4. a (Material covered in Unit Two)
5. b (Material covered in Unit Two)
6. c (Material covered in Unit Two)
7. a (Material covered in Unit Two)
8. b (Material covered in Unit Two)
9. d (Material covered in Unit Four)
10. a (Material covered in Unit Three)
11. c (Material covered in Unit Three)
12. b (Material covered in Unit Three)
13. d (Material covered in Unit Three)
14. c (Material covered in Unit Three)
15. d (Material covered in Unit Three)
16. f (Material covered in Unit Three)
17. a (Material covered in Unit Three)
18. d (Material covered in Unit Three)
19. b (Material covered in Unit Three)
20. e (Material covered in Unit Three)
21. c (Material covered in Unit Three)
22. d (Material covered in Unit Four)
23. b (Material covered in Unit Four)
24. b (Material covered in Unit Four)
25. d (Material covered in Unit Four)

CHECK YOUR MEMORY

Unit One

1. d (See page 1-2)
2. a (See page 1-5)
3. b (See page 1-6)
4. a (See page 1-9)
5. a (See page 1-9)

Unit Two

1. b (See page 2-4)
2. d (See page 2-8)
3. b (See page 2-13)
4. c (See page 2-17)
5. a (See page 2-23)

Unit Three

1. a (See page 3-4)
2. c (See page 3-6)
3. a (See page 3-15)
4. d (See page 3-7)
5. b (See page 3-7)

Unit Four

1. d (See page 4-3)
2. b (See page 4-19)
3. c (See page 4-21)
4. a (See page 4-23)
5. a (See page 4-26)

Appendix F

Final Exam

HOW TO TAKE THE FINAL EXAMINATION

The final examination will test the knowledge you have gained from the course. Log onto http://training.fema.gov/IS/, click on Course List and follow the links to the course. Click on Take Final Exam to submit your answers online. Your test will be evaluated and results will be issued to you. If your score is 75 percent or above, a certificate of completion will be issued.

While taking the final examination, read each question carefully and select the answer that you think is correct after reading all the possible choices. Complete all of the questions. You may refer to the course materials to help you answer the questions.

When you have answered all of the questions, log onto the Independent Study website and take the final exam . Your answers will be scored and the results returned to you as quickly as possible. If you score 75 percent or higher, you will receive a certificate of completion from FEMA. If you score less than 75 percent, you will be given another change to take the test.

The final examination consists of 50 questions and should take you no more than 60 minutes to complete. Find a quiet spot where you will not be interrupted during this time.