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Wasted resources volunteers and disasters

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NAVAL POSTGRADUATE SCHOOL

MONTEREY, CALIFORNIA

THESIS

WASTED RESOURCES: VOLUNTEERS AND DISASTERS

by

Andrew A. Souza

December 2009

Thesis Advisor:	Erik Dahl
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WASTED RESOURCES: VOLUNTEERS AND DISASTERS

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ABSTRACT

In the aftermath of the Oklahoma City bombing, a reported 12,000 volunteers arrived to help. Immediately after the 9/11 attacks, an estimated 30,000 volunteers converged on ground zero and the Pentagon. As the weather cleared following Hurricane Katrina, over 60,000 volunteers descended upon Louisiana, Alabama, Texas, and Mississippi to offer assistance. These well-intentioned citizens were both a blessing and a curse. While offering assistance, they also snarled key roads, distracted first responders who were worried about their safety, and created massive accountability and administrative headaches.

To address the problem of volunteer convergence at disaster sites, some locales have developed their own unique volunteer in-processing systems, commonly referred to as volunteer reception or volunteer mobilization centers. These systems are developed independently, do not always tie into disaster plans, and are not standardized across the nation.

America lacks a national plan for integrating these volunteers and currently has no mechanism for ensuring their credentials across the nation. A national volunteer certification card and database system is needed to better utilize America's most valuable asset, her people, during times of crisis. Empowering and documenting the skills average citizens already possess are the keys to proactively managing volunteers and assigning them where needed.

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LIST OF ACRONYMS AND ABBREVIATIONS

ACLU	American Civil Liberties Union
DHS	U.S. Department of Homeland Security
DSWVP	Disaster Service Worker Volunteer Program
EMAC	Emergency Management Assistance Compacts
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
HSPD	Homeland Security Presidential Directive
ICS	Incident Command System
IRTPA	Intelligence Reform and Terrorism Prevention Act
NIMS	National Incident Management System
NVOAD	National Volunteer Organizations Active in Disasters
NRF	National Response Framework
NRP	National Response Plan
OSHA	Occupational Health and Safety Administration
OES	Office of Emergency Services
UASI	Urban Area Security Initiative
VMC	Volunteer Mobilization Center
VOAD	Volunteer Organizations Active in Disasters
VRC	Volunteer Reception Center

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I.   INTRODUCTION

> I must say that I have seen Americans make a great deal of real sacrifices to the public welfare; and have noticed a hundred instances in which they hardly ever failed to lend a faithful support to one another.[1]

<div align="right">Alexis de Tocqueville</div>

A.   PROBLEM STATEMENT

Americans are willing to volunteer. Unfortunately, they offer assistance more during times of great calamity and crisis. The exponential increase in civic involvement during these times is accompanied by mismanagement, waste and underutilization of volunteers because America lacks a standardized mechanism to deal with the influx. The Oklahoma City bombing, 9/11, and Hurricane Katrina events have provided clear examples of ways in which volunteer utilization has been ineffective.

The problem has multiple parts. First, as with many issues that cross both state and federal boundaries, there are coordination issues created by the Constitutional division of powers. These lead to duplication of effort and lack of standardization among volunteers. As the Tenth Amendment of the U.S. Constitution states, "The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people."[2]   In this regard, the Tenth Amendment is often cited as the justification for individual states to develop their own policies and procedures for volunteer management, which may or may not fit into larger federal emergency response plans. The problem with such devolution of power

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[1] Alexis de Tocqueville, text of the Tocqueville Society History as listed on the Web page at: http://liveunited.org/Tocqueville/history.cfm (accessed 8/18/2009).

[2] Text of the Bill of Rights as listed on the "Bill of Rights Transcript," on the U.S. Government Web site at: http://www.archives.gov/exhibits/charters/bill_of_rights_transcript.html (accessed 5/15/2009).

is that as our nation has become more and more interconnected, multiple systems of regulation—or no system of regulation—complicate the effective utilization of volunteers.

In times of crisis volunteers cross state lines, sometimes traveling great distances to assist in the hardest hit areas. Because volunteers are regulated at the state level, however, there is no standardized volunteer certification program in the United States. While there is an argument to be made that too much standardization and requirements of conformity run against many core American ideals, there are two reasons why it is appropriate in the case of volunteer management at disaster sites. They are safety and efficiency. First, there is the issue of volunteer safety. The Occupational Safety and Health Administration (OSHA) is charged with setting and enforcing work safety standards across the entire United States.[3] Cognitively then, it makes sense to standardize certain aspects of volunteerism for the same reasons. Second, as previous disasters have shown, the lack of uniformity in volunteer management has resulted in less efficient utilization of volunteers. The link between efficiency and standardization has been well documented in commercial industry and is equally applicable in this case.[4]

The realm of volunteer management is large, and therefore requires specific analysis of areas that could most benefit from standardization. Three brief examples highlight potential spheres in which standardization might be beneficial. They are volunteer credentialing, proper documentation of skill sets not associated with volunteer organizations, and finally, acceptance of volunteer skills as depicted on certifications lacking identity components (e.g., photographs and computer chips).

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[3] Information regarding the mission of the Occupational Safety and Health Administration as found on the OSHA Web site at:
http://www.osha.gov/pls/oshaweb/owasrch.search_form?p_doc_type=STANDARDS&p_toc_level =0&p_keyvalue= (accessed on 10/28/2009).

[4] Paul S. Nadler, "Being Different Only When It Counts," *Bankers Monthly*, September 1, 1992, 8.

One area that could benefit from a more uniformed approach revolves around volunteer qualifications or credentialing. Currently, members of established volunteer organizations receive numerous unique forms of certification that are different than other organizations. This increases confusion as volunteer managers are forced to interpret different formats as they attempt to best place volunteers in areas where they can be of the most use.

Another area involves addressing those citizens who are not members of established volunteer organizations at all, but still possess skills that are highly relevant at a disaster site. These volunteers experience frustration and mismanagement because there is no standardized way of documenting their abilities. Professional craftsmen and tradesmen are one example of potential volunteers with skills, but ones that are not normally documented from established disaster volunteer organizations. These skills could include plumbing, electrical, transportation, and childcare. As well-intentioned citizens proceed to disaster sites, there is a litany of questions that must be addressed. How do these citizens prove their skills or certifications? Must they carry licenses, diplomas, etc to prove they have the requisite skills needed? Will the local authorities recognize certifications from outside states?

Even if the documentation is recognized, will these volunteers be allowed access just for having the skills, or must they be requested? As the National Incident Management System (NIMS) Credentialing Guidelines from the Department of Homeland Security propose, only those volunteers who are requested (during emergencies) should be admitted.[5] In essence, if states follow the suggested federal guidelines, qualified volunteers with skill sets who drove for many hours to help could be turned around and sent home. This might possibly lead to violence, a decline in charitable work, or political fallout.

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[5] "National Incident Management System Guideline for the Credentialing of Personnel" as listed on the Federal Emergency Management Agency Web site at: http://www.fema.gov/good_guidance/download/10280. (accessed 5/17/2009).

Third, there is the question of certifying the credentials of volunteers from organizations such as the American Red Cross, Salvation Army, or Civil Air Patrol whose identification cards lack photographs and can easily be fabricated by both well intentioned citizens and criminals alike. Each of these organizations has its own distinct and unique membership cards and forms of certifications. Even if local authorities accept volunteer cards lacking photos, they must still sift through the nearly "240 variants of state identification cards and over 7,000 different types of birth certificates" to ensure legitimacy.[6]

The very question of establishing identity of volunteers is also controversial because of fears relating to intrusions of privacy and state monitoring. Many volunteer organizations do not have photographic identification cards for this reason. A recent issue involving the American Red Cross demonstrates how emotionally primed the topic can be of requiring volunteers to submit information that they perceive as "private." Recently the American Red Cross starting requiring criminal background checks on its volunteers because some of its workers had been caught stealing donated funds.[7] The requirement caused much controversy and even resulted in some members electing to quit the Red Cross in lieu of submitting to the background check.

Despite this opposition, volunteer identity is a major issue and one that must be resolved prior to allowing anyone into a disaster area. Permitting access to unqualified volunteers can produce negative results, as previously described. Perhaps more importantly, however, not registering volunteers and certifying their identities as legitimate can create problems should any casualties or accidents occur at the volunteer site. For example, one volunteer nurse at the Murray Federal building in Oklahoma City was killed when she tried to reach a

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[6] Brian Grow, "Licenses to Kill for Terrorists, Getting Fake ID is Simple and Cheap," *Business Week*, no. 3831 (5/5/2003), 71.

[7] Stephanie Strom, "Red Cross Sifting Internal Charges Over Katrina Aid," *The New York Times* (Mar, 2006).

trapped victim and parts of the roof fell on her.[8] If this volunteer did not have an identification card on her at the time of the accident, it would have greatly complicated the next of kin notification process. Clearly, volunteers must have some form of identity card to assist the authorities if such an accident occurs again.

As the example of the Murrah Federal Building in Oklahoma City shows, there is a requirement for volunteers to have identity cards in case of an accident. Further, there is also the need to have identity cards issued ahead of time to ensure they meet entrance requirements dictated by the law. Identification cards are required by law for anyone before entering crime scenes, so there is already a precedent for such procedures.

> Because the Federal Building [In Oklahoma City] was officially declared a crime scene immediately after the attack, according to law, everyone entering the building had to be approved and had to possess verifying identification. Issuing identification to the doctors, volunteers, insurance adjusters, and others who wanted access to the building delayed rescue operations and made it difficult for police to protect the perimeter of the building.[9]

As the three preceding topics have shown, the issue of volunteers working at disaster sites is a complicated one. While it is absolutely essential to have volunteers working to alleviate damage, they are both a blessing and a curse. America's lack of a standardized mechanism for managing these volunteers has resulted in many locales developing their own response to the problem.

To manage the massive influx of new volunteers during disasters, some communities have developed Volunteer Mobilization Centers (VMCs) and Volunteer Reception Centers (VRCs).   Many municipalities have recognized a need to sort through the certification and identification problems associated with

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[8] Richard C. Larson, Michael D. Metzger, and Michael F. Cahn, "Responding to Emergencies: Lessons Learned and the Need for Analysis." *Interfaces* 36, no. 6 (Nov/Dec, 2006): 486.

the influx of volunteers by creating these centers. Two such centers exist in Frederick County, Maryland, and Fairfax, Virginia. According to the Volunteer Frederick Web site, a mobilization center "Is a center where spontaneous, unaffiliated volunteers offering help would be interviewed, registered and assigned to emergency/disaster related volunteer duties requested by agencies in Frederick County."[10] The organizers of Frederick County have already learned the lessons of "thousands of spontaneous, unaffiliated volunteers appearing in Manhattan alone."[11] They have pre-designated five mobilization centers, all of them church buildings, to be used in the event of a future disaster. Local citizens are made aware of the centers and can access additional information about them on the organization's Web site. However, volunteers responding to a disaster from outside of the local area may be unaware of the centers, their locations and local policies. These centers certainly address some of the lessons learned for dealing with volunteers, but much more is needed.

B. HYPOTHESIS

Because there is no standardized volunteer management system in the United States, volunteers responding to disasters have been mismanaged, underutilized and many of their skills have been wasted. While managing the influx of volunteers at disaster sites is a recognized problem, the United States still has not implemented a standardized, nation-wide plan to address the problem before the next disaster strikes. Current efforts at all levels of government to address volunteer management fail when tested against the case studies of Oklahoma City, 9/11, and Hurricane Katrina. Specifically, at the local

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[9] Richard C. Larson, Michael D. Metzger, and Michael F. Cahn, "Responding to Emergencies: Lessons Learned and the Need for Analysis." *Interfaces* 36, no. 6 (Nov/Dec, 2006): 486.

[10] "Volunteer Mobilization Centers," as listed on the Volunteer Fairfax Web site at: http://www.volunteerfrederick.org/volunteer_mobil_center.html (accessed 4/25/2009).

[11] "Volunteer Mobilization Centers," as listed on the Volunteer Fairfax Web site at: http://www.volunteerfrederick.org/volunteer_mobil_center.html (accessed 4/25/2009).

and state level, the volunteer mobilization center construct fails to solve many of the problems historically highlighted. At the federal level, the Department of Homeland Security and the Federal Emergency Management Agency are still focused on first responders and largely neglect volunteer management issues.

C.   SIGNIFICANCE

During disasters volunteers are increasingly showing up in larger and larger numbers to help. Sociologists call this the phenomenon of convergence.[12] Human resource planners call it spontaneous, unaffiliated volunteers.[13] Whatever the name, it is a well documented problem and one that has yet to be fully addressed. If and when another major disaster occurs, the same problems of the past will occur again unless changes are made at the national level. While Americans love and hold sacred the idea of individual state's rights, this thesis will argue it is time to develop a comprehensive plan to ensure that our nation's most valuable resources, its people, are used most effectively and efficiently to serve the people in need.

In 1985, Stallings and Quarantelli identified five historically documented types of volunteer convergence.[14] In the aftermath of Oklahoma City, 9/11, and Katrina, analysis of these types spurred state and local officials to develop mechanisms for volunteer management. Two of the most recent inventions to help mitigate the problem of convergence are volunteer mobilizations centers and volunteer reception centers. These efforts have broken considerable ground in addressing spontaneous volunteers, but they are only part of the solution.

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[12] Lauren S. Fernandez, Joseph A. Barbera, and Johan R. van Dorp, "Strategies for Managing Volunteers during Incident Response: A Systems Approach," *Homeland Security Affairs* II , 3 (Oct, 2006).

[13] "Managing Spontaneous Volunteers in Times of Disaster: The Synergy of Structure and Good Intentions," U.S. Department of Homeland Security, The Federal Emergency Management Agency, Washington DC, as listed at: http://www.fema.gov/pdf/emergency/disasterhousing/ManagingSpontaneousVolunteers.pdf (accessed 5/29/2009).

[14] Robert A. Stallings and E. L. Quarantelli, "Emergent Citizens Groups and Emergency Management," *Public Administration Review* 45 (Jan, 1985), 93.

This thesis will propose one way to enact a national system, through the use of a national volunteer database and certification card. The creation of a national volunteer database and a national volunteer certification card could solve many of the basic problems associated with volunteer convergence by providing a proactive tool for organization and management before the crisis occurs.

D.   METHODOLOGY

This thesis asserts the creation of a national volunteer database and national volunteer certification card, when augmented with current management efforts like the volunteer mobilization/reception centers, would greatly increase volunteer management success during times of crisis. Current efforts to alleviate convergence problems, such as volunteer mobilization centers, will be compared with the proposed solution to show strengths and weaknesses of each. Next, the proposed solution will be tested against the historical examples of Oklahoma City, the 9/ 11 attacks, and Hurricane Katrina. The case studies will be examined to determine the scope of the problem and the specific nuances associated with the mass turnout of volunteers in times of national crisis. The proposed solution of creating a national volunteer certification card and database will be hypothetically applied to these scenarios to show how they could have corrected many of the documented problems of each disaster. Finally, an analysis of the results will be used to create a tailored plan to create synergistic solutions to the mass turnout problem.

Once the problem has been clearly established, a detailed examination of the further problems that have resulted from inappropriate or undocumented utilization of volunteers will be addressed. Such issues as credentialing, identification cards, health concerns, safety, long term impacts and even feelings of underutilization will be discussed. A limited analysis of some current efforts to increase utilization through volunteer mobilization centers, and mechanisms to ensure documentation of skill sets, certifications and identity will also be included.

E.   ORGANIZATION

Following this introductory chapter, Chapter II begins with a baseline definition of convergence. It also includes a description of the categories of volunteers assembling at disaster sites and their potential motivations for involvement. Chapter III details the current structures used for responding to disasters and crisis in the United States. It begins with a systematic approach from the federal level and then proceeds to examine subsequent levels from the state down to the city and local levels. It also provides a brief explanation of the five federally sponsored Citizen Corps volunteer programs. Chapter IV examines the topic of national identity cards and looks into the notion of a volunteer certification/identity card combination as applied to volunteer management. The chapter takes an in-depth look and analysis of the REAL ID Act of 2005 and other federal legislations aimed at establishing identity.   Chapter V begins with this thesis's argument for a national volunteer database and certification cards. The proposed solution will then be used as a guide in a retrospective analysis of three disasters and their reported lessons learned to test the applicability of a national volunteer database and volunteer certification card. Chapter VI concludes with an overall summary of the problem and proposed solutions. It details four recommendations that are needed to realize the benefits of a national volunteer database.

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II. LITERATURE REVIEW

A. CONVERGENCE DEFINED

The problems of managing volunteers after disasters are widely recognized. Those who work with the volunteer community and disaster response have summarized these issues under the term "convergence," a term that refers to the sets of issues created when volunteers rush in large numbers to a disaster scene. As the California Volunteer Management Office describes, "Convergence behavior is well documented: the 'first responders' are very often civilians, who begin search and rescue operations and provide first aid before firefighters, emergency medical services personnel and other responders arrive on the scene."[15]   Yet, according to the same office and other volunteer management experts, this is where the problem begins, and instead of rushing out to help, well-intentioned citizens should instead remain at home. By assisting their immediate families and neighbors with non-emergent situations, volunteers can relieve the pressure from first responders. This is the major focus behind the Department of Homeland Security's civilian preparedness web site entitled "Ready.Gov" and others, such as the American Red Cross Preparedness Campaign.

The University of Delaware Disaster Research Center conducted a study in 2001, which concluded the best way to manage volunteers showing up at disaster sites was to try and get them pre-registered before the disaster and assigned to affiliated volunteer groups such as the American Red Cross. This idea appears to be directly linked with current efforts to pre-register potential volunteers through such efforts as Citizen Corps and Ready.Gov. The report also noted, however, how politicized volunteering has become and how hard it is to tell volunteers "no" and to send them away once they have arrived at the

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[15] California Volunteer Management Office, available at the Web site at: http://www.californiavolunteers.org/index.php (accessed 4/25/2009).

disaster site.[16] Elected officials, who professional first responders work for, are eager to be seen as proactive in disasters and would naturally shy away from any actions that might negatively portray them as not helping. Yet this is exactly what the federal government suggests in the newly released National Incident Management System (NIMS) Credentialing Guidelines. There is an obvious disconnect between the "ground truth" of those who have learned from previous disasters that volunteers will show up and the new policies advocated by the federal government to send them away. This apparent disconnect in policy will be further examined later, but is still important to mention here as it shows how misunderstood volunteer convergence still is.

B.   UNAFFILIATED VOLUNTEERS

The issues associated with convergence are largely linked to unaffiliated volunteers. These volunteers are citizens who feel the need to help during times of disaster, and who simply show up without being members of volunteer organizations. They often lack any formal training related to disaster response. There are volunteer organizations specializing in disasters, but most converging volunteers are not members. The National Volunteer Organizations Active in Disasters (NVOAD) is a forum of affiliated volunteer agencies that attempts to streamline volunteer efforts into governmental plans. It has put forward the idea of forming volunteer reception centers to deal with those "unaffiliated volunteers" who will inevitably show up. As part of the NVOAD proposed solution, the volunteer reception centers will provide spontaneous volunteers with a "Go Kit."[17]   The kit is designed to get volunteers in-processed and quickly assigned

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[16] James M. Kendra and Tricia Wachtendorf, "Rebel Food…Renegade Supplies: Convergence After the World Trade Center Attack," University of Delaware, Disaster Research Center, December 2004, as found at: http://dspace.udel.edu:8080/dspace/bitstream/19716/708/3/PP%20316.pdf (accessed 5/29/2009).

[17] "Managing Spontaneous Volunteers in Times of Disaster: The Synergy of Structure and Good Intentions," U.S. Department of Homeland Security, The Federal Emergency Management Agency, Washington DC, as listed at: http://www.fema.gov/pdf/emergency/disasterhousing/ManagingSpontaneousVolunteers.pdf (accessed 5/29/2009).

to relevant tasks commensurate with the individual's skill sets. While good in theory, part of the "Go" process involves preparing and providing volunteers with identification cards. While the concept of identity cards is appropriate and required, as evidenced in Oklahoma City and 9/11, the controversy of identity cards is not addressed and assumed to be non-existent.

Identity cards have proven to be highly controversial, with critics asking questions that include, what types of information will be contained on them, and how will they be used? While the NIMS Credentialing Guidelines do address volunteer cards, the suggestions are simply that, suggestions. There is no federal requirement for a volunteer identity card. Therefore, the issue of standardization must also be addressed and it is not by the NVOAD "Go" plan.

C.   MEDICAL CERTIFICATIONS

Another problem demonstrated by the three cases of Oklahoma City, 9/11 and Hurricane Katrina is the issue of certifications for volunteer medical personnel. The Medical Reserve Corps of the United States government recognizes that medical volunteers may also converge on a disaster site, but offers no way of integrating them into the relief efforts. On its Web site, it states, "Medical professionals must understand their skills may not be utilized if they do not affiliate with a volunteer group prior to an emergency."[18] In essence, the government has again stated that unless you are a volunteer with an established organization before a disaster occurs, do not bother showing up at the disaster site to help. This policy completely disregards the lessons learned from all previous disasters in which volunteers will arrive whether they are asked for, affiliated or not.

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[18] Discussion of spontaneous volunteers on the U.S. Medical Reserve Corps Web site at: http://www.medicalreservecorps.gov/TASeries/Developing/SpontaneousVolunteers, (accessed 5/29/2009).

D. LEAD FEDERAL AND STATE AGENCIES

Because of the widespread devastation and the perceived lack of a timely response, mainly during Hurricane Katrina, some advocates have suggested that even when assisted by volunteers, the Department of Homeland Security and FEMA are not capable of addressing the problems associated with such widespread damage.   They suggest, as noted by Kathleen Gereski in the October 2006 issue of the *Journal of Homeland Security Affairs,* that the U.S. military instead should be the lead agency.[19]   This has created much controversy, as it entails constitutional as well as ethical questions.   While her article did not advocate the U.S. military should assume the lead duties currently held by DHS and FEMA, it did show how frustrated ordinary citizens and some governmental officials still are when it comes to addressing disasters. One of the main arguments in favor of the military is that it is rapidly deployable, has a clear chain of command, is uniformed and credentialed and varied enough to perform such functions as security, medical, public works and transportation.

States and local municipalities have also realized the problems of volunteer convergence and have developed their own solutions.   While the development of individual state systems is entirely appropriate and legal, it has not necessarily resulted in a framework designed to optimize volunteer efficiency, nor standardized their safety. As noted in chapter one, one recent state concept to better manage volunteers is the volunteer mobilization center or volunteer reception center.

Frederick County in Maryland and Fairfax County in Virginia have established two such centers and have begun to integrate them into state disaster plans. Other states—California for example—have created new state-wide volunteer management departments. If another major disaster strikes, it is

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[19] Kathleen J. Gereski, "The Department of Defense as Lead Federal Agency." *Homeland Security Affairs II*, no. 3 (Oct, 2006).

currently unknown whether these individual efforts will prove helpful or further increase the chaos associated with spontaneous volunteers.

These unilateral efforts are not coordinated above the local or township level in most cases. Further compounding the problem is that few states have coordinated on volunteer management issues. In contrast, state governments have increased coordination of first responders across county lines and have developed mutual assistance agreements known as Emergency Management Assistance Compacts (EMACs). While not perfect, the EMAC system allows for coordinated interaction between various state agencies prior to, during and after disasters and attacks. A similar system does not exist for coordination or categorization of volunteers.

E.   VOLUNTEER MANAGEMENT

There is a difference of opinion between volunteer organizers on the best way to integrate volunteers in the aftermath of a disaster. The concept of the volunteer mobilization center is to rapidly streamline volunteers and assign them duties where needed, with a secondary function of aligning volunteer skill sets with specific problems. Others argue that skill matching is essential and that volunteers should be screened before placement in any relief effort. Dr. Michita Champathes Rodsutti, managing director of the Management Psychology Institute in Thailand, recommended a very structured system for volunteer processing after witnessing the problems of volunteer convergence following the 2004 tsunami in Thailand. Her recommendations included using proven human resource management techniques, to include screening and providing handbooks of what to expect before volunteers are allowed to assist. She also argues that, contrary to the NIMS credentialing guidelines, a volunteer who has traveled a great distance to assist should not be turned away.[20]

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[20] Michita Champathes Rodsutti and Piyarat Makayathorn, "Organizational Diagnostic Factors in Family Business: Case Studies in Thailand," Development and Learning in Organizations 19, no. 2 (2005), 16.

Dr. Rodsutti's comment about not turning away a volunteer and the need to provide psychological training hint at the often forgotten mental health challenges associated with volunteering at disasters. In a 2008 article in *The Gerontologist*, Windsor, Anstey and Rodgers attempt to tackle the question of how much is too much in regards to volunteering. The study, conducted in Australia, attempted to assess the "nonlinear association of volunteering and well being."[21] The concept that too much volunteering can be detrimental or that it can have psychological influences does not appear to be a consideration in our local efforts at volunteer organization at disaster sites. While adult volunteers are assumed to be rational thinking human beings, recent medical studies have started to show a negative psychological impact of volunteering too much. Dr. Tim Windsor, of Australian National University, recently published a report in which he found that "Those who volunteer for more than 15 hours a week… showed lower levels of mental health and well being."[22] Currently, there is no system tracking volunteer work in the United States that could illuminate whether this is a potential problem. Likewise, there is currently no way of knowing how much time a volunteer may have devoted at a disaster site.

In conclusion, Americans have shown a willingness to volunteer since our nation's inception. Unfortunately, as the cases of Oklahoma City, 9/11, and Hurricane Katrina will show, we still lack a credible mechanism for managing the influx of volunteers showing up to help after a disaster occurs. While some states have started pilot programs, such as the mobilization centers and governor level cabinet offices, the results are not standardized and not integrated across the nation. There are debates related to credentialing, identity cards and screening. Likewise, there is documented proof of the psychological impacts associated with disaster work, but no attempt is currently being made to provide

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[21] Timothy D. Windsor, Kaarin J. Anstey and Bryan Rodgers, "Volunteering and Psychological Well-being among Young-Old Adults: How Much is Too Much?" The Gerontologist, vol 48, no. 1 (Feb, 2008), 5.

[22] Dr. Tim Windsor, "Too Much Volunteering Unhealthy," as listed on the Science Alert Web site at: http://www.sciencealert.com.au/news/20080810-18260-2.html (accessed on 10/28/2009).

pre-emptive psychological advice and standardized post-work care. As major disasters have shown, volunteers will arrive from across the country. Yet, having local or state only procedures, both lacking in standardization, will only increase inefficiencies and add to the problem. Federal responses to the volunteer question have been limited to recommendations from FEMA and loose associations for credentialing, such as those found in the NIMS Credentialing Guidelines. While the problem is widely recognized, no solution has yet been offered that provides a realistic, coordinated method of integrating local, state, federal and non-governmental entities.

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III.   CURRENT DISASTER RESPONSE STRUCTURE

A.   AMERICA'S EMERGENCY RESPONSE STRUCTURE

The United States, like all industrial nations, has a complex structure in place to mitigate the devastation and suffering of its citizens in the event of attack or disaster. Each successive level of government has a specific function and has developed certain procedures to manage crises, but none are designed to handle the massive influx of spontaneous, unaffiliated volunteers that have historically arrived after each major disaster. First, a cursory examination of the current structures and organizations used within the United States at the national level will help to show how the current system is organized and where responsibilities lay. The next section will examine several of the major volunteer organizations in the United States, as well as several smaller initiatives underway at the state and local level to process volunteers who are not affiliated with any of the major organizations. Finally, an analysis of three organizations specializing in spontaneous, unaffiliated volunteer processing will be conducted. This analysis demonstrates that some incremental progress in the management and processing of converging volunteers is being made, but more work is needed.

B.   NATIONAL RESPONSE STRUCTURE AND APPROACHES

In the event of another Hurricane Katrina or 9/11 type attack, the national response begins with the federal government. The federal government stands ready to react, primarily through a presidential disaster declaration.   The government has developed a series of national approaches, institutions and structures to help mitigate some of the damage caused during major emergencies. According to the National Response Plan, President George W. Bush ordered:

The development of a new National Response Plan (NRP) to align Federal coordination structures, capabilities, and resources into a unified, all discipline, and all-hazards approach to domestic incident management.[23]

In December 2004, the United States Department of Homeland Security produced the National Response Plan (NRP). It, along with the National Incident Management System (NIMS) (discussed in more detail below), provided the first all hazards approach to national emergencies. The development of both documents was not only national in scope, but also applicable to all levels of government and jurisdictions.[24] Updated in 2006, the NRP was ultimately superseded by the National Response Framework (NRF) in January 2008. The NRP was replaced by the NRF to "better align the document with its intent and to encourage the continued development and refinement of detailed, robust all-hazards emergency operations plans."[25]

The NRF is a complex document. It consists of the core NRF and additional annexes. Directly related to this paper and the topic of volunteer convergence is the Emergency Support Function (ESF) Annex. This annex provides a listing of federal resources and capabilities, arranged into functional areas "that are most frequently needed in a natural response."[26] The ESF structure is designed to be implemented in times of national crisis and will be run by the Federal Emergency Management Agency (FEMA), through one of its regional offices. Figure 1 depicts the FEMA Regional Offices; each would serve

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[23] U.S. Department of Homeland Security, National Response Plan, Washington, DC: Office of the Secretary of Homeland Security, December 2004,i.

[24] U.S. Department of Homeland Security, Quick Reference Guide For The National Response Plan, Washington DC: Office of the Secretary of Homeland Security, May 2006.

[25] U.S. Department of Homeland Security, National Response Framework: Frequently Asked Questions, Washington, DC,1.

[26] U.S. Department of Homeland Security, National Response Plan, Washington, DC: Office of the Secretary of Homeland Security, December 2004,4.

as the ESF center point for the federal response during emergencies. These would also serve as the hub connecting state and local governments to the federal emergency system.
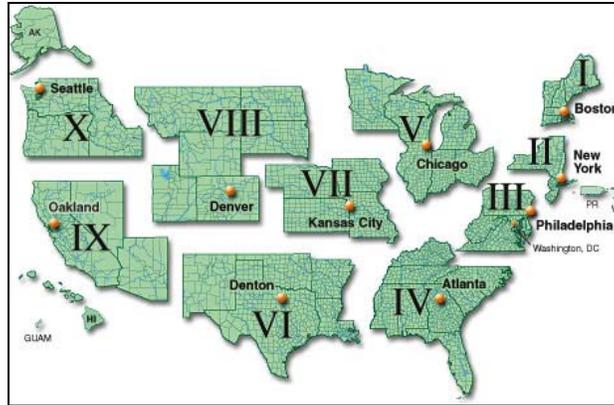

Figure 1.   FEMA Regional Offices[27]

Table 1 shows all 15 of the ESF Annex functional areas. It also depicts the lead federal entity responsible for each ESF.

ESF #	Title	ESF Coordinator
1	Transportation	Dept. of Transportation
2	Communications	DHS (National Communication System)
3	Public Works & Engineering	DoD (US Army Corps of Engineers)
4	Firefighting	Dept. of Agriculture (US Forest Service)
5	Emergency Management	DHS (Federal Emergency Management Agency)
6	Mass care and housing	DHS (Federal Emergency Management Agency)
7	Logistics and Resources	General Service Administration and DHS
8	Public Health and Medical	Dept. of Health and Human Services
9	Search and Rescue	DHS (Federal Emergency Management Agency)
10	Oil and HAZMAT	Environmental Protection Agency
11	Agriculture & Nat. Resources	Dept. of Agriculture
12	Energy	Dept. of Energy
13	Public Safety & Security	Dept. of Justice
14	Long Term Comm. Recovery	DHS (Federal Emergency Management Agency)
15	External Affairs	DHS

Table 1.   Emergency Support Function Annex Summary

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[27] U.S. Department of Homeland Security, *National Response Plan*, Washington, DC: Office of the Secretary of Homeland Security, December 2004,61.

It is important to note that some of the ESF functions can be delegated to other agencies and organizations. Of importance, directly related to this thesis, the Department of Homeland Security, through FEMA, delegated the primary duties for ESF #6 (Mass care and housing) to the American Red Cross.[28] This is the only nongovernmental organization directly tasked in national response planning.[29]

To understand how the ESF Annex is used during a disaster, consider this real-world event. In August 2009, a fire broke out in the Santa Cruz Mountains in California. Local and state fire officials immediately began fighting the fire. At some point, the resources of the state were exhausted while fighting the blaze. Once this happened, the governor of California requested federal assistance through the Robert T. Stafford Disaster Relief and Emergency Assistance Act. This law is the essential tool used for states to formally request federal assistance. The Stafford Act:

> Provides an orderly and continuing means of assistance by the Federal Government to State and local governments in carrying out their responsibilities to alleviate the suffering and damage which result from disasters.[30]

In the case of this fire, California resides in FEMA Region IX (see figure 1), with the Regional Office located in Oakland, California. Upon request from the governor, personnel at this office assigned to ESF #4, the fire functional area, began working the federal response to the crisis. This support included assistance from the U.S. Forest Service, and perhaps other ESF lead agencies. If for example, the fire would have destroyed hundreds of homes, ESF #6 (Mass

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[28] William L. Waugh, JR., "Terrorism, Homeland Security and the National Emergency Management Network," Public Organization Review 3, no. 4 (Dec, 2003):373-385.

[29] William L. Waugh, JR., "Terrorism, Homeland Security and the National Emergency Management Network," Public Organization Review 3, no. 4 (Dec, 2003):375.

[30] U.S. Department of Homeland Security, Robert T. Stafford Disaster Relief and Emergency Assistance Act, Federal Emergency Management Agency, Washington, DC: June 2007,1.

Care and Housing) and #14 (Long Term Community Recovery) could also have been involved. This event shows how the ESF structure provides a tailored federal response to emergencies.[31]

The National Incident Management System (NIMS) is the other key component of the federal plan to mitigate disasters and emergencies. It complements the NRF and vice-a-versa. The NIMS creation was also directed by President George W. Bush under HSPD-5. The NIMS:

> Provides a consistent nationwide template to enable Federal, State, tribal, and local governments, nongovernmental organizations (NGOs), and the private sector to work together to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity.[32]

One of the key components of NIMS is the Incident Command System (ICS). It details 14 essential features applicable for federal, state, local, non-governmental organizations and volunteers. Some of the key features of the ICS include a goal for standardization, the recommendation for a common lexicon of terms used throughout the disaster response community, and command and control relationships.[33] The NIMS design incorporates best practices from across the country.

Finally, before moving into a discussion of the state and local structures for dealing with emergencies, it is important to understand how the federal government has organized partnerships and provided sponsorship for volunteer organizations, designed to be helpful in disaster situations. Witnessing the same massive outpouring of support that de Tocqueville described in 1840, the Bush administration was inspired to act following the tragic events of 9/11. In 2002 it

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[31] Coincidentally, a series of California fires in the 1970s spurred the development of the Incident Command System (ICS).

[32] U.S. Department of Homeland Security, National Incident Management System, Washington, DC: Office of the Secretary of Homeland Security, December 2008,i.

[33] "Incident Command System," Federal Emergency Management Agency: ICS Resource Center, available at: http://training.fema.gov/EMIWeb/IS/ICSResource/assets/reviewMaterials.pdf (accessed 8/14/2009).

created the USA Freedom Corps. The idea behind it was to create "A new volunteerism initiative unprecedented in terms of its potential impact on public volunteerism."[34] USA Freedom Corps was the baseline organization creating Citizen Corps, which directly involves volunteer programs with disaster response.[35]

Assigned under FEMA, Citizen Corps was designed "to bring together government and community leaders to involve citizens in all-hazards emergency preparedness."[36] To accomplish the goal of citizen preparedness and to ensure trained volunteer cadre were ready for the next disaster, Citizen Corps was structured into five national programs. Table 2 lists the five federally sponsored programs as described on the Citizen Corps Web site.[37]

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[34] Jeffrey L Brudney, and Beth Gazley, "The USA Freedom Corps and the role of the states," *Spectrum, vol.* 75, no. 4 (Oct, 2002): 34-38.

[35] These organizations have a very different mission from the similarly-named Americorps. AmeriCorps was created in 1993 under President Clinton and encouraged Americans to volunteer across the board for various jobs in their local communities. It is part of the Corporation for National and Community Service. It differs from USA Freedom Corps and Citizen Corps in that it is not exclusively focused on emergency management types of volunteerism. .

[36] Citizen Corps Web site at: http://www.citizencorps.gov/. (accessed 11/2/2009).

[37] "Programs and Partners," as discussed on the Citizen Corps Web site at: http://www.citizencorps.gov/. (accessed 11/2/2009).

Program	Description
Community Emergency Response Team (CERT) As of November 2009: 3382 Councils	Educates people about disaster preparedness and trains them in basic disaster response skills, such as fire safety, light search and rescue, and disaster medical operations. The program is administered by DHS.
The Fire Corps As of November 2009: 933 Councils	Promotes the use of citizen advocates to enhance the capacity of resource-constrained fire and rescue departments at all levels: volunteer, combination, and career. Fire Corps provides resources to assist fire and rescue departments in creating opportunities for citizen advocates and promotes citizen participation. Fire Corps is funded through DHS and is managed and implemented through a partnership between the National Volunteer Fire Council, the International Association of Fire Fighters, and the International Association of Fire Chiefs.
USAonWatch-Neighborhood Watch	Works to provide information, training and resources to citizens and law enforcement agencies throughout the country. In the aftermath of September 11, 2001, Neighborhood Watch programs have expanded beyond their traditional crime prevention role to help neighborhoods focus on disaster preparedness, emergency response and terrorism awareness. USAonWatch-Neighborhood Watch is administered by the National Sheriffs' Association in partnership with the Bureau of Justice Assistance, U.S. Department of Justice.
The Medical Reserve Corps Program As of November 2009: 825 Councils	Strengthens communities by helping medical, public health and other volunteers offer their expertise throughout the year as well as during local emergencies and other times of community need. The MRC program is administered by HHS.
Volunteers in Police Service As of November 2009: 1928 Councils	Works to enhance the capacity of state and local law enforcement to utilize volunteers. Funded by DOJ, VIPS is managed and implemented by the International Association of Chiefs of Police.

Table 2.   Citizen Corps Funded Programs[38]

These federally sponsored organizations are spread throughout the United States. As of November 2009, Citizen Corps consisted of 2,422 Councils, with the potential impact of serving or interacting with 226,946,309 people (79% of the

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[38] "Programs and Partners," on the Citizen Corps Web site at: http://www.citizencorps.gov/. (accessed 8/15/2009).

total U.S. population).[39]   While these programs offer an excellent reserve force for first responders, their structure, training requirements and specialization do not address the question of spontaneous, unaffiliated volunteers arriving at disaster sites.

C.   STATE EMERGENCY RESPONSE STRUCTURES

State and local emergency response plans are varied. A full assessment of these plans is beyond the scope of this thesis, but a short discussion of some of the more common structures is appropriate.   Each state has its own emergency management system and structure.   Some of these structures and plans are designed to tie into federal, other states, and local emergency plans. Florida, for example, has developed a Comprehensive Emergency Management Plan with its own set of 17 ESFs. These ESFs are different from the 15 national ESFs described in the National Response Framework Annex.

Most states have developed their emergency plans in compliance with the format described in the Incident Command System (ICS).   In California, for example, the Governor has created the Office of Emergency Services (OES) to oversee all facets of the state's emergency responses. Under the OES, there is a 24-hour, 365-day a year warning center. The California State Warning Center, located east of Sacramento in Mather, California, is the hub for all statewide emergency and disaster events.   The California OES is divided into three administrative regions, Inland (Sacramento), Coastal (Oakland) and Southern (Los Alamitos).   Charged with coordinating information and resources, each regional headquarters is the link between the state and region. They also serve "as a conduit for local and regional perspectives."[40]

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[39] Citizen Corps Web site at: http://www.citizencorps.gov/. (accessed 8/15/2009).

[40] "Regional Operations," on the California Office of Emergency Services Web site at: http://www.oes.ca.gov/WebPage/oesWeb site.nsf/Content/1839F4335EAC5111882573FC00689BB6?OpenDocument, (accessed 8/15/2009).

Each state has developed its own unique and tailored disaster plan. These plans are tested and evaluated through real-world events and exercises, as well as being integrated into federal plans. In many cases, the federal government requires specific provisions of state plans in order to receive federal assistance funding.

As previously discussed in Chapter II, the EMAC construct allows for state-to-state cooperation. EMACs have been around since 1996 and include such services as fire fighting and public utilities support. An example of an EMAC is operation would be a power crew from one state, crossing into another state to help restore power. While not perfect, the EMAC system allows for coordinated interaction between various state agencies prior to, during and after disasters and attacks. Consider the following example from Hurricane Katrina. "On September 8, 2005 an EMAC broadcast message from Governors Blanco of Louisiana and Warner of Virginia directed responders not to self-deploy during the Katrina disaster."[41] In this example, the governors wanted first responders to carefully coordinate their efforts before heading to the disaster area.

There have been some attempts at coordinating volunteer responses, but they have not been standardized. For example, during the 2004 hurricane season, Volunteer Florida and the Florida Association of Volunteer Centers successfully used a volunteer hotline and database to inform registered volunteers from outside of the state to not self deploy.[42] This approach was successful in contacting pre-registered volunteers, but would not have helped in mitigating the problems associated with spontaneous, unaffiliated volunteers who

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[41] William L. Waugh Jr, "Mechanisms for Collaboration: EMAC and Katrina," Public Manager, vol. 35, no. 4 (Winter, 2006), 14.

[42] "Unaffiliated Volunteer Management: Florida's Record Breaking 2004 Hurricane Season," on the Volunteer Florida Web site at: http://www.volunteerflorida.org/emergencymanagement/docs/2008/2004season.pdf, (accessed 9/2/2009).

had not registered. Volunteers not part of any such system during Hurricane Katrina continued to pack their cars and head to the disaster sites in large numbers.

D.   LOCAL EMERGENCY RESPONSE STRUCTURES

Disasters and emergencies happen at the local level. It is because of this fact that the federal planning for an emergency operates on the premise that disaster response is foremost a local operation.[43] Designed around a Local or township level emergency management office, local structures are often quite different from each other, but frequently mirror the structure of the state. Each locality, township, or borough has tailored its own plans based on what its available resources are, its perceived threats, and other planning factors. Continuing with the previous example of California, consider the town of Monterey, located about 2 hours south of San Francisco. It is located on the coast and, according to California's Office of Emergency Management is therefore located in the Region of the California Coastal Office of Emergency Services. Within this state structure, it is further subdivided into the Monterey County Office of Emergency Services, headquartered in the town of Salinas, California, about 15 miles away. This brief example shows how a local emergency management structure can be organized and tied into a larger state structure.

E.   VOLUNTEER ORGANIZATIONS ACTIVE IN DISASTERS

Before discussing the main thesis topic of instantaneous, nonaffiliated volunteers, it is important to understand that many volunteer organizations are already structured and trained to respond in emergency situations. In addition to the five federally sponsored response organizations mentioned above, there are "over 50 national organizations, and hundreds more at state and local levels,

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[43] Brudney, J., and B. Gazley, "Planning to be Prepared: An Empirical Examination of the Role of Voluntary Organizations in County Government Emergency Planning," *Public Performance & Management Review, vol.* 32, no. 3 (Mar, 2009): 374.

comprising a level of response known as Voluntary Organizations Active in Disasters (VOADs)."[44]   At the national level, organizations such as the United Way of America, the Salvation Army, and Save the Children are members (for complete lists of all National VOADs, as of November 2009, see Appendix B.).

At the state level and below there are similar organizations grouped under the collective heading of Organizations Active in Disasters (OADs). In California, for example, Governor Schwarzenegger signed Executive Order S-04-06, charging the state office, California Volunteers, to manage programs and initiatives aimed at increasing the number of Californians engaged in service and volunteering.[45] This office has created the California Volunteers Disaster Corps, which, along with the Disaster Service Worker Volunteer Program (DSWVP), manages the involvement of specific volunteer organizations active in disasters in California. Most states have similar structures and their primary goal is to streamline volunteer activities, providing a structured approach when disasters occur. These structures, along with the five federally sponsored programs, are designed for affiliated volunteers only.

Many states and local communities, recognizing the problem of convergence of unaffiliated volunteers, have responded by developing volunteer check-in sites, known as volunteer mobilization or reception centers. Volunteer Florida, Volunteer Fairfax (in the National Capital Region) and Volunteer Frederick (in Maryland) are three examples of organizations creating these types of centers.

A volunteer mobilization center (VMC) or volunteer reception center (VRC) is designed to handle incoming, non-affiliated, volunteers who show up to help during times of need. These centers are all different and can be found at both permanent facilities and temporary locations. For example, in Frederick County,

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[44] Brudney, J., and B. Gazley, "Planning to be Prepared: An Empirical Examination of the Role of Voluntary Organizations in County Government Emergency Planning," Public Performance & Management Review, vol. 32, no. 3 (Mar, 2009): 374.

[45] California Volunteers Web site at: http://www.californiavolunteers.org/index.php/About_Us/. (accessed on 15 August 2009).

Maryland, there are five pre-designated VMCs. These centers are all located at church buildings and are widely publicized. In contrast, Volunteer Fairfax does not disclose to the public the locations of VRCs for fear of the locations being saturated with people before the VRC staff can arrive. In some cases, the plan for having a center is emphasized over the physical location of it. For example, according to a report from Volunteer Florida regarding the location of VRCs during the 2004 hurricane season, "it would have been preferable to operate from pre-determined, familiar sites, but we recognized that post-storm circumstances would dictate the locations."[46] Regardless of their physical location, VMCs and VRCs process volunteers to complete registration forms and other administrative requirements. One goal of VMCs and VRCs is to prevent a drain on first responders that volunteers sometimes cause.

Volunteer centers are designed to screen volunteers and then direct them to the agency most in need of their specific skills sets and certifications. At Volunteer Fairfax, potential volunteers are asked to fill out a two-page registration form (attached at Appendix C) to help determine where they can be of the most use. The form requires basic identity information, emergency contact data, and previous volunteer experience. The form also contains nine categorization blocks to help determine the certifications of the prospective volunteers. These categorizations include skills in medical, communications, language, office support, services, structural, transportation, labor and equipment. Confirming the certifications and skills of the volunteers is a challenging endeavor for the staffs at the VMCs and VRCs.

Research conducted on how certifications were verified at the VMCs and VRCs, revealed a variety of findings. At Volunteer Fairfax, it is left to the

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[46] "Unaffiliated Volunteer Management: Florida's Record Breaking 2004 Hurricane Season," on the Volunteer Florida Web site at:
http://www.volunteerflorida.org/emergencymanagement/docs/2008/2004season.pdf, (accessed on 9/2/2009).

requesting agency—the agency where the volunteer will eventually work—to ensure credentialing.[47]   According to an official at Volunteer Frederick, in many cases-

> We simply do not have the time or ability to fully screen volunteers being processed at the VMC. It is the responsibility of the agency we are sending volunteers out to, to do additional screening or credentialing. For example, some of our agencies working with youth require background checks. We will not be able to do this at the VMC. In terms of other skills such as training from the Red Cross, at the VMC, we will take the volunteer's word for it.[48]

In addition to establishing certifications, the volunteer centers must also determine the validity of identity credentials. As will be discussed in more detail in the next chapter, this is a difficult task. Regarding the idea of identity cards and volunteers, the different volunteer centers had varying opinions of how to process them on their respective Web sites.

Volunteer Florida relies upon the VRCs to ensure all volunteers possess some form of identity card.[49] In Florida during the 2004 hurricane season, many volunteers used hospital bracelets as a form of identity card.[50]   At Volunteer Frederick, the VMCs have an identity card checklist (see Appendix D). The Frederick VMCs will turn volunteers away for not meeting the identification requirements listed in the checklist.

Now that the basic structures of the volunteer centers have been discussed, along with some of the administrative processes conducted at each, it

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[47] Official at Volunteer Fairfax, e-mail correspondence from 2 September 2009.

[48] Official at Volunteer Frederick, e-mail correspondence from 13 August 2009.

[49] "Unaffiliated Volunteer Management: Florida's Record Breaking 2004 Hurricane Season," on the Volunteer Florida Web site at:
http://www.volunteerflorida.org/emergencymanagement/docs/2008/2004season.pdf, (accessed on 9/2/2009).

[50] "Unaffiliated Volunteer Management: Florida's Record Breaking 2004 Hurricane Season," on the Volunteer Florida Web site at:
http://www.volunteerflorida.org/emergencymanagement/docs/2008/2004season.pdf, (accessed on 9/2/2009).

is worth examining three organizations (Florida, Frederick and Fairfax) in a more detail to show how they are aligned and structured.

Volunteer Florida was established in 1993 and entered into Florida law in 1994 "as the Florida Commission on Community Service."[51] Volunteer Florida is one of the oldest and most experienced organizations dealing with spontaneous, unaffiliated volunteers. Of direct relevance to this thesis, it produced a report in 2008 detailing the results of spontaneous, unaffiliated volunteers responding during the 2004 hurricane season. Entitled "Unaffiliated Volunteer Management: Florida's Record Breaking 2004 Hurricane Season," the report details the results of a survey conducted of personnel staffing volunteer reception centers (VRCs) during this time. According to one VRC respondent, a universal volunteer registration card suitable for both disasters and non-disasters was needed to help streamline the processing. The respondent went on to say that under his/her desired system, "a volunteer would register with one state-wide entity and [would then] receive a photo identification card listing personal information and relevant skill sets."[52] In response to this observation, the report recommended, "a system that allows a volunteer to print their registration form and hand carry it to the VRC should be created."[53]

In Maryland, Volunteer Frederick is designed around a similar construct to train volunteers and provide viable solutions to first responders. It is also tasked with processing unaffiliated volunteers through VMCs. At the VMC all of the potential volunteers are registered in the Volunteer and Medical Reserve

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[51] "Unaffiliated Volunteer Management: Florida's Record Breaking 2004 Hurricane Season," on the Volunteer Florida Web site at: http://www.volunteerflorida.org/emergencymanagement/docs/2008/2004season.pdf, (accessed 9/2/2009).

[52] "Unaffiliated Volunteer Management: Florida's Record Breaking 2004 Hurricane Season," on the Volunteer Florida Web site at: http://www.volunteerflorida.org/emergencymanagement/docs/2008/2004season.pdf, (accessed 9/2/2009).

[53] "Unaffiliated Volunteer Management: Florida's Record Breaking 2004 Hurricane Season," on the Volunteer Florida Web site at: http://www.volunteerflorida.org/emergencymanagement/docs/2008/2004season.pdf, (accessed 9/2/2009).

Corps.[54] The Medical Reserve Corps, as previously noted in Table 2, is one of five federally sponsored volunteer response organizations. All volunteers registering with Volunteer Frederick are enrolled in this program. Some of these volunteers are then trained to staff and run the VMCs in times of crisis.

Like the preceding two organizations, Volunteer Fairfax in Virginia is chartered to train and manage volunteers. It has the added complexity of organizing volunteers across the national capital region, crossing many different jurisdictions and covering a diverse set of nationally important areas. Unlike Volunteer Frederick, which is designed around the Medical Reserve Corps, Volunteer Fairfax is not specifically aligned with any of the five nationally sponsored volunteer programs. Instead, the organization specializes in managing spontaneous, unaffiliated volunteers and processing them for use by other agencies in need.[55] If, for example, there was a medical emergency, they would assist the Department of Health and Human Services, but Volunteer Fairfax would not assume the lead function.

F.   CONCLUSION

In conclusion, the United States government has established national plans, frameworks, and standards for use during times of crisis. From the National Response Framework and National Incident Management System, to the sponsorship of key volunteer organizations under Citizen Corps, the federal plan for disaster response is well documented. Likewise, each of the states has developed their own emergency management plans, with additional structures and procedures designed to link in with other states, the federal government and local jurisdictions. At the local level, emergency managers and first responders work on the front lines; they will be the first to react to any situation. Mixed in at all levels of government are civilian, affiliated volunteer organizations. They are trained to augment emergency services personnel and perform an essential

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[54] Official at Volunteer Frederick, e-mail correspondence from 13 August 2009.

[55] Official at Volunteer Fairfax, e-mail correspondence from 2 September 2009.

function in our society today. Yet, after major disasters, the vast majority of volunteers offering assistance are not trained, not affiliated and simply show up wanting to help. The various systems described above are not designed to handle, or integrate these spontaneous volunteers. Because of this oversight, several locales have initiated VRCs and VMCs to harness this valuable human capital.

The next chapter examines the background and controversy associated with a national identity card, attempts at credentialing first responders and the issues associated with credentialing of volunteers.

IV.   THE DEBATE OVER IDENTITY CARDS IN THE UNITED STATES

A.   IDENTIFYING THE FIRST RESPONDERS AND VOLUNTEERS

Firefighters, police officers and paramedics are often associated with disasters and can easily be recognized by their unique uniforms and official badges. Other personnel working at disaster sites, such as members of the Salvation Army and American Red Cross, may also wear distinctive emblems or uniforms for quick identification. Yet, as discussed in Chapter I, the National Incident Management System has a draft plan to require credentialing of all personnel working at disaster sites. This requirement is not limited to professional rescuers and members of established disaster relief volunteer organizations. It is intended to cover all personnel, to include converging volunteers. The topic of identity cards and the requirement to carry them is controversial. The following chapter briefly examines some of the reasons behind the controversy and provides a brief description of some of the current efforts to meet identity and certification requirements across the country.

B.   IDENTITY CARD DEFINED

At this moment, each of us likely possess multiple forms of identification. The format for these documents is varied and can range from government issued cards such as drivers licenses and military identification cards, to less official documents such as library cards, credit cards, store membership and perhaps cards documenting a specific skill. Yet, any mention of a national identity card in the United States brings much debate. The idea of a single card is not new, but is fraught with controversy, fears and conspiracy theories. An analysis of the history behind identity card advocacy will form the foundation for an informed

discussion on the topic. Further, an assessment of the arguments in favor of and the concerns against such cards clearly shows a division on the subject of identity cards.

Three primary scenarios must also be assessed in order to understand the merits and concerns of identity cards: 1.) Federal requirements for all citizens to have a card; 2.) Requirements for national identity cards for first responders; and 3.) Initial attempts at establishing IDs for volunteers.

Before delving into the history, it is first important to establish a baseline definition of what constitutes an identity card and how it is intended to be used. Individuals are required to establish identity in order to perform certain functions in the world today. Such activities as crossing international borders, cashing checks, entering restricted areas and establishing age all require some form of identification. According to an article in *Computers & Security,* "One of the most widely used schemes for identification is the passport. They are used by the world community to enforce various protocols for travel, work and other cooperative ventures."[56] An identity card or passport is designed around the premise of establishing the credentials of the person in its possession, thereby empowering certain aspects of permission, access or authority. Of note, identification can be acquired and or used fraudulently; this will be addressed later.

The Final Report of the National Commission On Terrorist Attacks Upon The United States, hereafter referred to as the 9/11 Commission Report, renewed the debate on a national identity card in the United States by recommending:

> Secure identification should begin in the United States. The federal government should set standards for the issuance of birth certificates and sources of identification, such as drivers licenses. Fraud in identification documents is no longer just a problem of theft. At many entry points to vulnerable facilities, including gates

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[56] George I. Davida and Yvo G. Desmedt, "Passports and Visas Versus IDs," *Computers & Security*, vol 11, no. 3 (May, 1992), 253.

for boarding aircraft, sources of identification are the last opportunity to ensure that people are who they say they are and to check whether they are terrorists.[57]

To many people, including members of the American Civil Liberties Union and the London-based watchdog group Privacy International, these words were the spark that could lead to the creation of a national identity card both in the United States and in Great Britain. Many of these critics argue there are already numerous governmental databases containing privacy information for the taking. They worry, as John Derbyshire commented in an article in the conservative leaning *National Review*, a national identity card would simply increase the efficiency with which the government can track its citizens.

> It is sufficiently disturbing that the federal government can, by sorting through a pile of conflicting and unreliable data, track my movements and habits with modest accuracy. That they should be able to do this better and more efficiently [with a national identity card], it seems to me, a prospect to be dreaded.[58]

Similarly, the American Civil Liberties Union (ACLU) created a new Web site entitled "realnightmare.com" to extol their views of the problems associated with a national identity card. According to the ACLU cite, "A national ID would be part of a system of identity papers, databases, identity checks…that will increasingly be used to track an individuals' movements."[59] Yet, a close examination of the facts shows the idea of a national identity card is not new or the result of post 9/11 fervor. Attempts at establishing national identity cards had precedents.

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[57] National Commission on Terrorist Attacks upon the United States, Thomas H. Kean and Lee Hamilton, The 911 Commission Report : Final Report of the *National Commission on Terrorist Attacks upon the United States*, Official government ed. (Washington, DC: National Commission on Terrorist Attacks upon the United States : For sale by the Supt. of Docs., U.S. G.P.O., 2004), 390.

[58] John Derbyshire, "Your Papers, Please," *National Review*, Vol. 53, No. 21 (Nov, 2001), 30.

[59] Discussion of the REAL ID Act as listed on the ACLU created Web site at: http://www.realnightmare.org/resources/106, (accessed 9/18/2009).

C. HISTORICAL PRECEDENTS

Citizens of the United Kingdom were required to carry national identity cards from 1939-1952. According to an article in *The Political Quarterly*, these cards were required to ensure men had registered for the draft, for ration card purposes, to mail packages and letters and to prove citizenship during World War II.[60] The cards were eventually abolished as backlash against them could no longer be discounted, largely because of the end of the Second World War. While there is no current requirement to carry an ID in Britain, many European countries do require a card today. For example, Belgium, Finland, France, Italy, Luxembourg, The Netherlands, Spain and Sweden all require a national ID.

Many Americans might be surprised to know the idea of a national ID dates back several decades in our own country, found in many Congressional attempts at curbing illegal immigration. In 1975 the director of the passport office in the U.S. Department of State proposed the idea of a national identity card for all Americans.[61] While this proposal was quickly dropped, additional ideas about passing various types of identification laws continued. In 1981 the chair of the Select Commission on Immigration and Refugee Policy supported the idea of having a requirement for a national identity card.[62] This idea was stillborn as the following year, Congress failed to agree on the requirements for even a work card, much less a national identity card. According to Privacy International, a global human rights group, a member of President Reagan's cabinet "proposed a tattoo to identify all citizens and the President blurted out, 'My God, that's the mark of the beast."[63] While this quote may be more urban legend than fact, its elevation to folklore demonstrates the sensitivity many Americans have toward the notion of an identity card.

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[60] David Lyon, "British Identity Cards: The Unpalatable Logic of European Membership?" *The Political Quarterly,* vol 62, no. 3 (Jul, 1991), 378.

[61] "Is the U.S.A. Ready for a National ID Card?" *Privacy Journal,* vol 33, no. 9 (Jul, 2007), 1.

[62] Ibid.

[63] "Is the U.S.A. Ready for a National ID Card?" *Privacy Journal,* vol 33, no. 9 (Jul, 2007), 1.

In 1995 bills were introduced by Senator's Alan Simpson, Republican-Wyoming, and Representative Lamar Smith, Republican-Texas, to "create a mandatory ID card for all employment applicants."[64] Senator Simpson loudly decried the bill as an attempt at instilling a national identity card, but the bill still failed to pass. In 1997, Congressman Bill McCollum, Republican-Florida, tried to pass a bill that would have required a photo to be added to the social security card, but it was also quickly voted down.[65] The dust appeared to settle on the ID debate until the attacks of September 2001.

An October 2001 survey conducted by the Pew Research Center for the People and the Press reported, "70 percent of its respondents favored issuing a national identity card as one measure for 'curbing terrorism'; 26 percent opposed the idea; four percent had no opinion."[66] It would take three more years to get any legislation passed on the ID topic. In July 2004, the 9/11 Commission Report was released. Congressman Jim Sensenbrenner, Republican-Wisconsin, immediately championed and became a staunch advocate of standardizing identity cards. The first attempt at implementing such an idea, using the 9/11 Report as justification, could be found in the December 2004 Intelligence Reform and Terrorism Prevention Act (IRTPA). Section 7212 of the IRTPA contained language related to new federal standards for state issued drivers' licenses and identification cards.[67] It was the first attempt to standardize, not create a new ID card, in the United States. The act required that a state issued license must include the following information: name, date of birth, gender, address of person receiving the license, picture, license number and a signature. This portion of the

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[64] Will Rodger, "This Time, A National ID Card?" *Privacy Journal*, vol 27, no. 12 (Oct, 2001), 6.

[65] Ibid.

[66] Will Rodger, "This Time, A National ID Card?" Privacy Journal, vol 27, no. 12 (Oct, 2001), 6.

[67] "New Law Furthers De Facto National ID Card," *Privacy Journal*, vol 31, no. 3 (Jan, 2005), 1.

act was later rescinded, but the Western Hemisphere Travel Initiative (WHTI), another byproduct of the act, remained in place.

D.   CURRENT IDENTIFICATION LEGISLATION

According to the U.S. Department of State, the WHTI "requires all travelers to present a passport or other document that denotes identity and citizenship when entering the United States."[68] The WHTI would later tie into the 2005 Real ID Act. Significant to the WHTI was the requirement to use a specific type of ID to travel within the Western Hemisphere. One of the accepted forms of ID would be the enhanced state-issued driver's license.   The enhanced portions are those detailed in the 2005 Real ID Act. WHTI was implemented on 1 June 2009.

House Resolution 1268 is entitled "An Act Making Emergency Supplemental Appropriations for Defense, the Global War on Terror, and Tsunami Relief, for the fiscal year ending September 30, 2005, and for other purposes." It is more commonly referred to as the GWOT Supplemental for 2005. Within the resolution is the 2005 REAL ID Act. This act is the primary legislation fomenting so much debate in the country today.

According the U.S. Department of Homeland Security, REAL ID "is a nationwide effort to improve the integrity and security of state-issued driver's licenses and identification cards, which in turn will help fight terrorism and reduce fraud."[69]   The Act requires persons born on or after December 1, 1964, to obtain a REAL ID by December 1, 2014, while those born before December 1, 1964, will

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[68] "Western Hemisphere Travel Initiative,"
http://travel.state.gov/travel/cbpmc/cbpmc_2223.html (accessed 5/15/2009).

[69] Department of Homeland Security discussion on REAL ID available at:
http://www.dhs.gov/files/laws/gc_1172765386179.shtm (accessed 5/15/2009).

have until December 1, 2017.[70]   While much has been attributed to this act, such as the notion that it creates a de facto national id, the act is quite specific as to its purpose.

A REAL ID will be required, according to the Privacy Impact Assessment conducted by the Department of Homeland Security, to access federal buildings, nuclear power plants, boarding aircraft and traveling under the guidelines of the WHTI.[71] It is not required for any other purposes. The Act does require the use of standardized formatting and the use of new technology to help ensure the security of approved cards.   This act has been the focus of much debate surrounding the concept of federalism, and the idea of a national identity card and other contentious issues. The latest guidance from the U.S. Department of Homeland Security indicates the Act will be enforced starting in 2013, an extension from its original 2008 implementation date.

E.   REAL ID CONTROVERSY

Much of the debate surrounding the REAL ID Act centers on the Tenth Amendment of the U.S. Constitution. The Amendment states that all powers not delegated to the federal government naturally revert to the state.he debate centers on the idea of Congress passing a law, in this case the REAL ID Act, which the states are then forced to enact and enforce. In reality, most critics suggest the main argument boils down to cost. States have historically been opposed to any ideas from Congress in which they are required to touch state coffers for the implementation of federal guidelines. The states use the Tenth Amendment as the basis for this pushback. As recently April 2009, Secretary of Homeland Security Napolitano, former governor of Arizona, made clear her dislike for the REAL ID Act based on cost.

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[70] Ibid.

[71] Department of Homeland Security Privacy Impact Assessment, available at: http://www.dhs.gov/xlibrary/assets/privacy/privacy_pia_realid.pdf (accessed 5/15/2009).

The financial requirement to fully implement the Act is immense. A 2007 article in *The Christian Science Monitor* estimated the cost of implementing REAL ID would be $14.6 billion dollars.[72] Supporters of the Act, such as Representative Sensenbrenner, responded that federal funds have been made available for states to help offset the cost. Representative Sensenbrenner's Web site stated, "To date, states have received approximately $130 million from the federal government towards REAL ID implementation. While additional funding will be needed to further implement, this program has a positive return on investment by eliminating waste and reducing fraud."[73]

There is a large disconnect between the numbers listed by in the *Christian Science Monitor* and those offered by Congressman Sensenbrenner's office. The Department of Homeland Security, the lead federal agency responsible for REAL ID's implementation, states on its Web page that $48.575 million in grants were announced in December 2008 to assist states with the security requirements portion of implementing the act. It also stated that between FY06-FY08 the Department made $361.375 million in grants available to assist the states.[74] Clearly, the fiscal aspect of REAL ID has implications for states and will continue to fuel the debate.

A similar complaint from the viewpoint of state sovereignty is the requirement to enforce federal laws. The National Immigration Law Center "worries that the law will require state officials to enforce federal immigration laws."[75] Adding to that concern, there are currently 11 states that already allow illegal immigrants to obtain driver's licenses if they pass the written test and

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[72] Alexandra Marks, "Why States are Resisting U.S. on Plan for REAL I.D." *The Christian Science Monitor*, Nov 5, 2007.

[73] Comments from Congressman Sensenbrenner available at: http://sensenbrenner.house.gov/News/DocumentSingle.aspx?DocumentID=123495 (accessed 5/15/2009, 2009).

[74] Department of Homeland Security discussion on REAL ID available at: http://www.dhs.gov/files/laws/gc_1172765386179.shtm (accessed 5/15/2009).

[75] Neil Munro, "Whose ID is it Anyway?" *National Journal*, vol 39, no. 6 (Feb, 2007), 46.

demonstrate safe operating procedures.[76]   These states argue that driver's licenses are for the sole purpose of ensuring safe operation of a vehicle. They are concerned that REAL ID, which prohibits issuing of licenses to illegal immigrants, will only increase the dangers of driving a vehicle as illegal immigrants will no longer study the laws in order to pass the test.

Funding and illegal immigrants are only two variables in the hotly debated issue revolving around a standardized identity card, the reduction of terrorism is another. According to the U.S. government, as supported by the findings of the 9/11 Commission, standardized identity cards can greatly curb illegal activities and greatly hinder terrorists in the accomplishment of their plans. How can this be accomplished? The government argues that by linking multiple databases, which are currently not aligned, the chances of catching someone dangerous are greatly increased. An article in *Business Week* helps to clarify this concept. "At least two of the September 11 terrorists were on an Immigration & Naturalization Service watch list of suspects, and still they flew around the US, used credit cards, had bank accounts, cell phones, and frequent flier memberships, and took flying lessons."[77]   The logic follows that by picking a very common ID, such as a driver's license, it would be possible to apply the power of modern computers to search multiple databases in order to find the lists described in the *Business Week* article.   The state driver's license appears to be the best option for standardization, as it is required for many aspects of day-to-day life in America today. According to the New York Times, "More than 90 percent of American adults carry a driver's license, which now comes in about 200 formats."[78]   The technical aspects of how REAL ID will standardize these formats will be addressed later.

Some critics, including the American Civil Liberties Union and Privacy International, argue that the claim that a central, standardized identity card can

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[76] "Real ID, Unreal Expectations," *Los Angeles Times,* Apr 6, 2005.

[77] Paul Magnusson, "Yes, they Certainly Will," *Business Week*, no. 3756 (Nov, 2001), 90.

[78] Jennifer Lee, "No Secret Identities," *New York Times*, 134, no. 10 (Feb, 2002), 7.

help curb terrorism is anecdotal and largely false. Marv Johnson, writing for *Privacy Journal*, stated "Although the standardization of driver's licenses is being sold as a way to prevent terrorism, the evidence suggests otherwise."[79] Mr. Johnson was referring to a 2004 study conducted by Privacy International entitled, "Mistaken Identity; Exploring the Relationship Between National Identity Cards & the Prevention of Terrorism." The report stated:

> Of the 25 countries that have been most adversely affected by terrorism since 1986, eighty per cent have national identity cards, one third of which incorporate biometrics. This research was unable to uncover any instance where the presence of an identity card system in those countries was seen as a significant deterrent to terrorist activity.[80]

While the report was interesting, it failed to describe how it defined a terrorist act and what constituted a national identity card in the countries examined. To quickly summarize the results, there did not appear to be any decline in terrorist activities in countries requiring some form of national identity card compared to those without.

A list was compiled from the report in which the number of attacks was reportedly the highest. The top three countries, as listed in the report, according to numbers of attacks from 1986 to 2004 were: #1 Palestine with 240 attacks. Palestine does have a national ID program, but no biometric enhancements. The second highest number of attacks occurred in Israel with 227. It has both a national ID program and enhanced biometrics. The third highest number of attacks occurred in Colombia with 90. Colombia has a national ID, but no biometric enhancement requirement.

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[79] Marv Johnson, "Uniform Drivers License to be Mandatory Federal ID," *Privacy Journal*, 31, no. 3 (Jan, 2005),5.

[80] "Interim Report Mistaken Identity; Exploring the Relationship between National Identity Cards & the Prevention of Terrorism,"
http://209.85.173.132/search?q=cache:2bkJaGEUc6AJ:www.privacyinternational.org/issues/idcard/uk/id-terrorism.pdf+mistaken+identity+april+2004&cd=1&hl=en&ct=clnk&gl=us (accessed 4/25/2009),5.

Also culled from the data were the top three countries according to numbers of deaths resulting from terrorist attacks since 1986. The United States, with 3650 deaths, had the highest numbers in the report. The U.S. does not have a national ID, nor does it have any biometric enhancements. The second highest casualty rate occurred in Russia with 620. Russia has both a national ID and biometric enhancements. The third largest casualty country was India with 520. It, like the U.S., does not have a national ID program or any enhancements. Much more study is required to fully assess the claims made in the Privacy International report, but its findings are noteworthy regarding the number of terrorist attacks and associated deaths in a country given the presence or lack thereof of a national identity program.

Another related claim countering the notion that identity cards will curb terrorism relates to the legitimacy of the cards themselves. The ACLU has countered that any ID is only as good as "the information that establishes identity in the first place."[81] The crux of the argument is that false information can be provided to government officials in order to obtain legal identity cards, a type of identity card laundering. It would appear the 9/11 Commission would agree. In one of its supplemental reports, *9/11 and Terrorist Travel*, it states that contrary to public misconceptions about the 9/11 hijackers legally entering the country, they did not. "We endeavor to dispel the myth that entry into the United States was 'clean and legal'. It was not."[82] The report contends that many of the hijackers falsified statements or otherwise manipulated information to garner the required legal documents to enter the country. The commission further clarifies

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[81] "American Civil Liberties Union : Coalition Letter to the House Urging Members to Reject any Proposal that would Lead to the Creation of a National Identification System (National ID) by Means of State Issued Driver's Licenses," as listed on the ACLU Web site at: http://www.aclu.org/privacy/gen/15758leg20040920.html (accessed 5/15/2009, 2009).

[82] United States Senate, Committee on the Judiciary, Subcommittee on Immigration, Border Security, and Citizenship and United States, *One Hundred Ninth Congress, First Session, March 14, 2005*, Vol. 109-71 (Washington: U.S. G.P.O., 2005), ix.

that inattention to detail, lack of training and sloppy processing by customs officials and members of the diplomatic corps helped aid the terrorist in their access.

If would-be terrorists decide to not pursue legal documents, there is a booming business in counterfeit identification, which could also meet their needs. "One of the biggest holes in the war against terrorism is the easy availability of the fake ID."[83] In 2003 the FBI raided a counterfeiting ring in New York City, which netted more than 30,000 bogus identity documents. The fraudulent ID trade in America is estimated to be a $1 billion dollar annual business. According to the same *Business Week* report, each year about 10 million bogus passports, Social Security cards, birth certificates, and driver's licenses are produced.[84] According to law enforcement officials, the problem with fraudulent IDs is that there are still more than 240 variants of state IDs and driver's licenses and over 7,000 different types of birth certificates.[85] Critics of the REAL ID cite such statistics as proof that a mandatory card will not significantly hinder terrorists, but would deal a crushing blow to the liberty of law abiding citizens. A quote from Missouri State Representative Jim Guest helps to show this concern. In reference to having a national identity card, he stated "I love my freedom, I love my country, and we're heading down a road here that would take away many of the things we take for granted."[86] Still, one is left to ponder the implications of having so many different types of IDs in the country today. Perhaps a modicum of standardization might help, if only by allowing law enforcement officials, bar

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[83] Brian Grow in Atlanta, "LICENSES TO KILL for Terrorists, Getting Fake ID is Simple and Cheap," *Business Week*, no. 3831 (5/5/2003), 71.

[84] Ibid.

[85] Brian Grow in Atlanta, "LICENSES TO KILL for Terrorists, Getting Fake ID is Simple and Cheap," *Business Week*, no. 3831 (5/5/2003), 71.

[86] Alexandra Marks, "Why states are resisting U.S. on plan for REAL I.D.," *The Christian Science Monitor* (11/5/2007),2.

tenders and voting officials to learn where dates of birth and other vital information are stored, located and presented on an ID in a standardized manner.

F. TECHNOLOGICAL CAPABILITIES AND CONTROVERSY

Privacy advocates argue that many of the requirements and advanced technologies being mandated for REAL ID can encroach on the privacy of law-abiding citizens. The REAL ID Act does prescribe specific technical features to enhance the security aspects of state issued cards, thereby making them harder to counterfeit. These enhancements are controversial. The U.S. Department of Homeland Security has a Privacy Office, which examined the technical aspects required under REAL ID and produced a report addressing many of the privacy concerns argued by pundits. The 2007 report details the enhanced security features of REAL ID. It states that a digital photograph is required on all formats of ID cards issued by the states. Critics argue the photo will be used for facial recognition technology. The Privacy Office at DHS confirms this is the reasoning for the digital photo requirement. The photo will be used "to help apprehend criminals, and the state DMV will be able to use images and application data to prevent drivers whose licenses have been revoked in one state from obtaining them in another."[87] This reasoning does not calm critics who claim the requirement crosses boundaries into religious reservations against pictures and other privacy concerns. The REAL ID Act contains legal requirements for the size, format and quality of the picture, but leaves the storage and processing of each up to each state. Obviously, the issue of digital photography is quite contentious. What is clear is that without a digital photograph, no approved REAL ID will be issued.

Another technical aspect of the REAL ID requires ID cards to have a bar code. More precisely, it details the requirements for the coded area known as

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[87] Department of Homeland Security Privacy Impact Assessment, available at: http://www.dhs.gov/xlibrary/assets/privacy/privacy_pia_realid.pdf (accessed 5/15/2009).

the "Machine Readable Technology" region or MRT. Technically, the DHS lists the requirement as a PDF-417 2D bar code. To simplify, this bar code is the same found on most current state-issued driver's licenses and will include the following information, annotated on the graphic at Appendix A: name, address, license number, expiration date, date of birth, gender, and the last date any modifications were made to the card. The bar code would also contain any additional information deemed appropriate by individual states. To address privacy concerns, the DHS Privacy Department advocated the encryption of all data stored in the MRT, but noted there is no federal requirement to do so.[88] Some states, such as California, Nebraska, New Hampshire and Texas already have laws protecting the collection of information contained in the 2D bar code, a process known as "skimming."[89] It appears the drafters of REAL ID were cognizant of state rights and elected to limit regulatory aspects allowing individual states to address such issues as skimming.

Critics have also cited the bar codes and radio frequency chips on identity cards for purposes that are more ominous. As more information is electronically stored on cards, on chips or bar codes, the greater the chance of that data being stolen. While traditional bar codes are relatively more secure, as they must be physically run through a scanning device to retrieve data, RF chips offer an easier choice for stealing information. Depending on the type of chip used and the sophistication of would-be hackers, some RF systems are easily stripped of data, while the card remains in the victim's wallet or purse.[90] Erica Naome, writing in the January 2009 issue of Technology Review, describes how RF tags can be used not only to steal information, but to also track the movement of the carrier.[91] The technology currently available does make such claims possible

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[88] Department of Homeland Security Privacy Impact Assessment, available at: http://www.dhs.gov/xlibrary/assets/privacy/privacy_pia_realid.pdf (accessed 5/15/2009), 14.

[89] Ibid. 15.

[90] Selwyn Piramuthu, "Protocols for RFID tag/reader authentication," *Decision Support Systems*, 43, no. 3 (April 1, 2007): 897.

[91] Erica Naone, "RFID's Security Problem," *Technology Review* (Jan, 2009),p. 72-74.

according to the Department of Homeland Security and thus its recommendations for more encryption. The introduction of biometric technologies, such as those made by Senselect Limited of the United Kingdom, is designed to protect the data on identity cards, but it can be expensive.[92]

G.   PHYSICAL ADDRESS REQUIREMENTS

Prior to the implementation of REAL ID, some states allowed driver license applicants to supply a non-resident address, such as a post office box, to be listed on the actual card. Almost half of the states have passed "Address Confidentiality Laws" in order to protect specific residents, a fact now in conflict with REAL ID. Other states required a physical address on the application, but did not publish it on the final card. Opponents of REAL ID point out that a physical address is required for the new IDs and therefore pose a serious risk and invasion of privacy. They argue if the card becomes the gold standard for everyday identity purposes, different people will have access to a person's home address. This information could be useful for criminals and further the invasion of privacy. If for example, I purchase a new 60 inch flat screen television and all the electronic gadgets that go with it, I may not want the cashier at my local store knowing where I live, or even worse, the person behind me in line who also sees my address as the card is left on the counter during the ring up. Critics argue the requirement of the physical address does nothing but increase the chances of someone else doing something devious. Proponents counter that there are provisions in REAL ID for witness protection, domestic abuse victims, etc, and that having a physical address makes common sense. For example, a lost driver's license can be easily returned to its owner if found with a real address. Likewise, using the information of a real physical address, an inebriated person can be taken home by law enforcement officials or concerned citizens.

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[92] "Senselect Limited: Biometric innovation breakthrough answers UK ID Card security fears; A biometric identity card system that is hacker and thief-proof and puts the missing privacy and security into the UK ID project—has been unveiled today," *M2 Presswire* (Jun, 2005),p. 1.

The Department of Homeland Security, through the Privacy Office, addressed the physical address issue and noted while it is impossible to control what third parties might do with the knowledge of a physical address, this was completely outside of their control. The DHS report also noted that the REAL ID legislation allows for an exemption to the physical address requirement in certain cases- " Those exempted include: victims of domestic violence, judges, protected witnesses, law enforcement personnel, sexual assault victims, stalking and trafficking victims, domestic violence victims and other exemptions as required by the individual state."[93] These caveats, while admirable, still do not satisfy staunch critics who decry any requirement for all citizens to list a physical address.

H.   IDENTITY THEFT

One of the biggest criticisms of REAL ID is that it will increase, rather than decrease, identity theft in the country. The concept of integrating multiple governmental databases into a single system is ripe with the potential for abuse, argues the ACLU and Privacy International. They cite examples of how personnel granted access to search these databases will now be empowered as never before to access information that otherwise would not be available to them. They argue some workers will disregard the protocols already listed in REAL ID and illegally search information for their own reasons. In a November 2001 article entitled "Your Papers Please," John Derbyshire decried the potential for such abuses and cited the following example to support his concern- "In August 1993 the IRS revealed that 369 of its employees in one regional office had been investigated for browsing through the returns of friends, relatives, celebrities and others."[94] While Derbyshire never clarified how many of the 369 were proven

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[93] Department of Homeland Security Privacy Impact Assessment, available at: http://www.dhs.gov/xlibrary/assets/privacy/privacy_pia_realid.pdf (accessed 5/15/2009).

[94] John Derbyshire, "Your Papers, Please," *National Review* 53, no. 21 (Nov, 2001), 30.

guilty, the example does show how some individuals can abuse their power, made all that much easier in the context of REAL ID.

Another aspect of the identity theft debate revolves around the card's perceived status from credit and law enforcement agencies. If the card is deemed more secure, as the REAL ID legislation hopes, then what becomes of those individuals who suffer identity theft after they have received the new card? Beth Givens, writing an article for the Privacy Rights.Org commented:

> A lot of what makes it so difficult for victims is that they run up against a presumption that the transactions completed in their name are legitimate. Banks, merchants, and other creditors assume that the purchases that were made and the loans that were given belong to the victim – and the victim is forced to prove otherwise. Real ID may just strengthen that presumption. If someone succeeds in getting a counterfeit Real ID under your name, you'll have to confront a perception that Real IDs are more secure and difficult to obtain fraudulently.[95]

The argument from Givens is that once credit lenders and banks accept REAL ID as more secure, they will automatically assume identify theft will decline, thereby concluding those reporting it must be involved in fraudulent behavior.

I.   NATIONAL FIRST RESPONDER IDENTITY CARDS

The tenets of REAL ID are clearly controversial. Yet, with all of the controversy surrounding REAL ID, very little attention has been devoted to a similar plan, one which would standardize identification for all of America's first responders. Homeland Security Presidential Directive 5 (HSPD-5) was signed by President Bush in 2003. The plan directs the Secretary of Homeland Security to develop a national plan to respond to disasters. This resulted in the development of the National Response Plan (NRP) and the National Incident Management System (NIMS). Under a November 2008 draft plan, DHS

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[95] "Real ID Act Will Increase Exposure to ID Theft," available at the Privacy Right Web site at: http://www.privacyrights.org/ar/real_id_act.htm (accessed 5/17/2009).

produced a supplement to the NIMS entitled *National Guideline for the Credentialing of Personnel.* It "establishes recommended protocols to facilitate the coordinated response to incidents and to encourage interoperability among Federal, state, and local officials and will facilitate deployment for response, recovery and restoration."[96] According to the plan, the purpose of credentialing is to verify the identity of the first responder and determine his/her certifications, e.g., skills and affiliations.[97] This initiative also ties into other federal requirements to ensure uniformity and standardization of first responder identity cards.

Homeland Security Presidential Directive 12 and the Federal Information Processing Standard 201 both focus on these areas as well. This concept is not new. Following analysis of the events transpiring after 9/11, many organizations began to examine ways to help first responders integrate faster into disasters and quickly identify them and their skill sets. Two years before the release of the draft NIMS Credentialing Plan, a prototype first-responder ID card was introduced in the Washington DC area.[98] Over 200,000 first responders received biometric smart card IDs as part of the program, paid for out of Urban Areas Security Initiative (UASI) grant money. The cost for the initiative was $3.9 million.[99] The standardized card allows responders from multiple precincts and jurisdictions to quickly integrate and move from administrative processing to life saving operations. The cards contain digital pictures, medical information, such as blood type, and professional certifications. They are closely related to the common access cards currently used by members of the U.S. Armed Forces.

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[96] National Incident Management System Draft Guidelines for Credentialing of Personnel available at: http://www.apcointl.org/pdf/FEMA-NIMS_Credentialing_Guidelines_11-21-08.pdf, (accessed 9/18/2009).

[97] Ibid.

[98] Devlin Barrett, "ID would Control Access to Disaster Sites," *The Washington Post*, Sep 4, 2007.

[99] "Smart ID Cards to Go to First Responders in Washington—Government Computer News," http://gcn.com/articles/2005/08/29/smart-id-cards-to-go-to-first-responders-in-washington.aspx (accessed 5/17/2009).

The same arguments about privacy and cost associated with REAL ID do not seem to have crossed the line into the professional first responder arena. Perhaps this is due to the limited scope of the program, first responders only, or because they are viewed as a necessary tool for their job. The controversy of identity cards and disasters begins to get much more heated and murky when it is extended to volunteers.

J.   IDENTITY CARDS FOR VOLUNTEERS

Credentials for volunteers are needed because, as previously noted in Chapter II, they are usually the first to arrive at disaster locations and most of them are not traditionally trained emergency first responders. This was indeed the case on September 11, 2001, and during the weeks and months afterwards. In the hours and days after 9/11 so many volunteers showed up that temporary volunteer check-in sites simply ran out of materials to make cards. An article in the *Washington Post* described the problems of volunteer identification at ground zero in New York and the innovative ways volunteers found to solve them. After police had cordoned off the area, only approved personnel were allowed to enter. Volunteers lacking cards simply improvised, "A couple of times I showed my Marine tattoo, and they said go ahead…We didn't forge anything, we just made them up with our own pictures, and at one point we copied a UPC code off a Pepsi can and they were as good as gold."[100]

A U.S. Department of Labor Report on volunteering in the year after 9/11 showed "About 59 million people did volunteer work at some point from September 2001 to September 2002."[101] The trend is clear, more and more citizens are volunteering. Yet, our ability to track and accurately assign these volunteers to jobs commensurate with their skills is lacking.

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[100] Devlin Barrett, "ID would Control Access to Disaster Sites," *The Washington Post*, Sep 4, 2007.

[101] "Volunteering in the United States," as discussed on the U.S. Bureau of Labor Statistics Web site at: http://www.bls.gov/news.release/History/volun_12182002.txt (accessed 5/17/2009).

K. THE VOLUNTEER PARADOX

While clearly establishing the need for a card for volunteers, the examples of both Oklahoma City and 9/11 seem to have been ignored by federal and state officials. Even the NIMS credentialing plan from 2008 balks at requiring volunteers or volunteer organizations to standardize. Section 4 of the NIMS Guideline addresses both. In addressing voluntary, charitable, and not-for-profit organizations, to include faith-based organizations, it merely "encourages organizations to seek the assistance of the respective State, tribal, and local governments to ensure consistency and compliance with the Guideline."[102] It offers a list of eight ways volunteers and their organizations can meet the requirements under NIMS and better integrate into governmental plans. These recommendations include requests to ensure proof of identity and certifications are standardized; using technology to enable interoperability with FIPS 201 standards and maintain rosters and databases of credentialed personnel.[103] It does, however, take the bold step of recommending that any volunteers who arrive at disaster sites who have not met the Guidelines be "turned away."

The requirements for anyone to access a disaster site, as reported in the NIMS Guidelines, are threefold. First, all personnel must provide proof of identity. For volunteers this is an especially tough requirement as many organizations, such as the American Red Cross and the Civil Air Patrol, do not currently provide volunteer identity cards. They do provide certification cards, but these lack photographs and simply contain a name and a skill set. Second, all persons must establish their specific qualifications or affiliation. This is the easiest for volunteers to provide, as they often have certification cards, proof of training certificates and other forms of credentialing. Finally, a valid

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[102] National Incident Management System Draft Guidelines for Credentialing of Personnel available at: http://www.apcointl.org/pdf/FEMA-NIMS_Credentialing_Guidelines_11-21-08.pdf, (accessed 9/18/2009).

[103] National Incident Management System Draft Guidelines for Credentialing of Personnel available at: http://www.apcointl.org/pdf/FEMA-NIMS_Credentialing_Guidelines_11-21-08.pdf, (accessed 9/18/2009).

"authorization for deployment" letter or note must be presented. This is perhaps the hardest requirement for volunteers to meet. Unlike the military, which issues written orders to report to specific locales, most volunteers lack this justification.[104] Once all three requirements have been satisfied, the volunteer or first responder would be allowed to access the area. Establishing identity for volunteers is essential, not only for the aforementioned example of entering a crime scene, but also for accountability.

Aside from the possibility of death, volunteers also face other types of dangers. In a speech to Congress in 2006, then Senator Hillary Clinton discussed the dangerous toxins first responders and volunteers faced as they "were exposed to the toxic stew at the World Trade Center site."[105] *The American Journal of Psychiatry* conducted a study of workers at the World Trade Center site and found "that 12.4% of workers probably had PTSD, an anxiety disorder caused by traumatic events such as war, terrorism or assault."[106] Another study conducted in 2006 by the *Journal of the National Institute of Environmental Health Sciences* reported "The workers who labored at ground zero show that the impact on their health has been more widespread and persistent than previously thought, and is likely to linger far into the future."[107] Congress has enacted legislation to expand workers compensation benefits to volunteers at the World Trade Center site, but there is no standardized database or format to identify all of the workers seeking claims or to reach those who have not yet filed.

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[104] National Incident Management System Draft Guidelines for Credentialing of Personnel available at: http://www.apcointl.org/pdf/FEMA-NIMS_Credentialing_Guidelines_11-21-08.pdf, (9/18/2009).

[105] "Sen. Clinton Calls on Senate, Fema to Address Medical, Mental Health Needs of Volunteers, Workers, First Responders of 9/11," US Fed News Service, Including US State News (7/28/2006).

[106] "The Nation; Study Sees Lingering Effects of 9/11," *Los Angeles Times*, Aug 30, 2007.

[107] Anthony DePalma and Diane Cardwell, "Illness Persisting in 9/11 Workers, Big Study Finds," *New York Times* (Sep, 2006).

L. COMMERCIAL SOLUTIONS

In the absence of any standardized national identity card for volunteers, several companies have answered the call to help by producing cards for a fee. The International Volunteer Card (IVC) retails for $15.00. The basic card does not have a photo option, but does offer an upgraded card for an annual cost of $45.00, which includes a photo. The IVC is reported to be "available to all volunteers and employees of volunteer and non-profit organizations."[108] Another commercially available option is the VolunteerIDcard, which costs $25.00 for a basic card or $29.95 for a card with a color photo option. This card is part of the International Student Exchange Identity Card and is available for the same purposes as the IVC. It is unknown how these cards, or others like them, will be received at volunteer mobilization centers or if they will be accepted as one or perhaps two of the mandatory three components as listed under the NIMS Credentialing Guidelines.

M. CONCLUSION

The fact that most adults in the United States probably have several forms of identification on their person at any given time is a testament to the problem associated with identification and standardization. Regulatory attempts at credentialing everyone face sharp criticisms as they inevitably cross into privacy rights domains. Concerns over identity theft, cost and impingement on state's rights are only a few of the many debates surrounding identity cards. REAL ID has been enacted by Congress to help standardize identity cards across the nation and perhaps to curb illegal activity and fight terrorism. At the same time, the Department of Homeland Security, through the Federal Emergency Management Agency, has established the NIMS Credentialing Guidelines for a national first responder card. These are initial steps leading to an unknown

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108 "IVC Volunteer Card—for Volunteers, by Volunteers," on the Volunteer Card Web site at: http://www.volunteercard.com/ (accessed 5/17/2009).

destination, but both are grounded in an attempt to improve certain aspects of identity and certification requirements of day-to-day life.

The issue of identity cards for volunteers is also laced with tripwires for debate. While mentioned in the NIMS Credentialing Guideline as a "good idea," there is still no standardized identity card for volunteers across the country. Lessons learned from Oklahoma City and 9/11 have demonstrated the need for pre-issued, standardized identity cards for all personnel, but to date, nothing has been adopted as a benchmark. Private industry has attempted to bridge the gap by providing volunteer cards for purchase, enticing customers with discounts and tax deduction options, but no standardized solution has yet been found. As we learn more about the dangers associated with volunteering at disaster sites, the ways terrorist obtain identity documents and how first responders process into and out of emergency scenarios, we clearly need some form of certification and identity card. A national volunteer certification card, combined with a REAL ID compliant identification card is one way to begin the standardization process.

The next chapter closely examines the lessons learned from the bombing of the Murrah federal building in Oklahoma City, the events of 9/11 and the tragedy of Hurricane Katrina to apply the suggestions of a national volunteer database and national volunteer ID card.

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V. VOLUNTEER CARD AND DATABASE THESIS APPLIED TO CASE STUDIES

A. CASE STUDY OVERVIEW

In order to assess the merits of this thesis's assertion of the need for a national volunteer certification card and database, lessons learned from the bombing of the Murrah Federal building in Oklahoma City, the events of 9/11, and Hurricane Katrina are examined. If any of the documented lessons were applicable to and potentially mitigated by the recommendations of this thesis, they were included in the following sections, linked to each specific case study.

Before looking at each case, it is important to first describe how the idea of a national volunteer database and certification card would be implemented and therefore best used to solve the problems detailed in the various lessons learned. The concept of the national volunteer database is that it will link citizen skills to one of the designated ESF areas as listed in the NRF. Each ESF lead agency would be responsible for determining which skills were relevant to receive certification in each specific ESF. The lead agency would also determine how that skill would be properly documented. It could determine successful completion of a training course or a professional licensure to be adequate for certification and assign that level of training a specific code. For example, assume that a person has just completed American Red Cross Standard First Aid and CPR. ESF #5 is designated as the lead area for health and medical. Therefore the U.S. Department of Health and Human Services could decide that successful completion of the Red Cross course would result in an ESF code of 8 (for the medical category) and then assigned a sub-code to delineate the specific skill, such as "a" or "b." Once the standards are approved by the ESF lead agency, they would be coded and entered into the national volunteer database to allow certifying agencies to update the training for each individual. The online

database would also allow individual citizens to self-register and to print their own resulting certification cards whenever they wanted.

To show how this process would work, two hypothetical scenarios will show how the ideas put forward in this thesis would be executed in the event of a crisis or national emergency.

Scenario #1—The time is 8:47 AM and the rain has not relented in 48 hours. The water pouring out of the Sierra Nevada Mountains is now starting to overwhelm protective dams and flooding has been forecasted for parts of Sacramento, California. This is the situation the terrorists have been waiting for. They quickly head to their assigned targets, six sites selected for the biggest impact, along the fragile levies protecting California's capital city. At the predetermined time, muffled explosions can be heard through the torrential downpour. Although two of the six charges failed to explode, the flooding caused by the remaining four quickly saturates the city. Within 45 minutes, Interstate 5 is submerged under four feet of water. As time continues, the situation becomes worse by fleeing residents, all congregating on any passable roadway. Traffic jams snarl all access to the city and basic utilities are knocked out. Hospitals are completely overwhelmed. As EMS personnel try to triage the city, large masses of civilian volunteers have started to form and prepare for battle. Governor Schwarzenegger, calling for calm, quickly rattles off the following request via an improvised press conference simulcast over emergency FM, AM, and HAM radio frequencies, "We need volunteers with code "8a" and "GV" at the following locations… ." The clock has started. It will be at least 72 hours before any noticeable help arrives from the federal government. End Scenario #1.

While some citizens are only moved to volunteer in times of great need, such as 9/11 or a massive natural disaster and have therefore, not received any prior training or certification, which would make them relevant to a specific ESF, there is still a valid reason for having a standard volunteer database. Volunteers could use the database to pre-register at home, before arriving at the disaster site. This would greatly increase the in-processing and efficiency of volunteer

management at the VRCs and VMCs. The national volunteer database, advocated herein, would also have a catchall designator for those types of volunteers. Designated in scenario #1 as "GV" or general volunteers. These personnel can be used for volunteer work not requiring specialized skills, such as manual labor. The database still provides these volunteers with a standardized card, which allows for the same advantages in terms of accountability and processing.

Scenario #2. —A child has been reported missing in the hills near Golden, Colorado. Authorities have requested volunteers to help comb the woods to quickly find the child. A local Sheriff is running the overall search coordination and has mandated 100% accountability for all volunteers entering and leaving the search area. After all, he does not want more people getting lost in the process. Using the national volunteer card, a single volunteer can be tasked to take a scanner, attached to a laptop, and scan all volunteer cards as the search teams leave the rally area. (The technological aspects of the card that allow this will be discussed later) Very quickly, using the national certification card, all searchers can be accounted for. Upon returning from the search, all searches are subsequently re-scanned again, resulting in the desired accountability. If someone was missing, they would be immediately identified by name and perhaps have a cell number loaded in the database. In this example, a volunteer with no specific certification skills was still easily tracked. The tracking is for accountability and safety purposes only. Without such as system, volunteers arriving to help search would have to be processed by time consuming means. End Scenario #2.

A national volunteer card, tied to a national database and linked to national certification standards will significantly increase America's response to future incidents by allowing proactive volunteer management. It will also minimizing waste and streamline the integration of volunteers into federal and

state response systems, such as the National Incident Management System (NIMS), the Incident Command System (ICS) and the National Response Framework (NRF).

The national volunteer database would only be used for volunteer purposes. It would not contain privacy act information such as social security numbers or medical information, such as blood type. It will also not have a photo. It would not be not designed or intended to be a national identification card or part of the Real ID program, with all of the associated controversy already detailed in Chapter III. Likewise, the database would not to be used for law enforcement or other tracking mechanisms. To ensure the database was not accessed by anyone other than specific emergency management lead agencies and volunteer organizations, a private watchdog group could be authorized to oversee the privacy aspects of the database.

The database and subsequent certification card would simply reflect the skills and certifications of individual citizens on a voluntary basis. To ensure privacy concerns are addressed, the database would randomly create a volunteer number, similar to a membership number, for every individual. The database would have an option for emergency contact data, e-mail and home mailing address, but these sections would also be voluntary. Finally, the database would also create a bar code that mirrors the volunteer number for use in tracking volunteers at disaster sites and for serving as a proxy for roll calls and accountability purposes. Its sole purpose is to increase the speed of administrative processing and ensuring accountability.

As previously discussed in Chapter IV, there are 15 national emergency response functions, which could be used as a foundation for creating emergency codes for volunteers and their certifications, as shown in the scenarios above. Organizing all of these codes into a single database and printed onto a single volunteer card are the goals advocated in this thesis. A sample national volunteer card is shown in Figure 4.
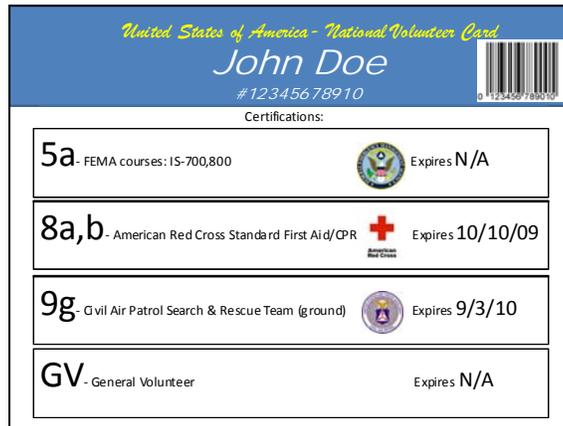
Figure 2. Sample Volunteer Certification Card

With the concept of a national volunteer database and certification card firmly grasped, it is now possible to look at the three case studies of Oklahoma City, 9/11 and Hurricane Katrina.

B. 1995 BOMBING OF THE MURRAH FEDERAL BUILDING

On Wednesday, April 19, 1995, the Alfred P. Murrah Federal Building in downtown Oklahoma City was bombed. One-hundred sixty-eight people were killed in the explosion, with an additional rescue worker being killed while trying to rescue a trapped victim.[109] In the aftermath of the attack, volunteers converged onto the blast sight and joined relief organizations across the city.

According to Dr. Betty Pfefferbaum of the University of Oklahoma, over 12,000 volunteers responded to the bombing.[110] Some of these volunteers were spontaneous, others answered calls for assistance from authorities.

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[109] "A Look at the Numbers," Oklahoma City National Memorial and Museum Web site at: http://www.oklahomacitynationalmemorial.org/secondary.php?section=5&catid=145, (accessed 9/20/2009).

[110] Betty Pfefferbaum, The Oklahoma City Bombing: Organizing the Mental Health Response, University of Oklahoma Health Services Center (1996).

When officials at the blast site requested rain gear and wheelbarrows, the public response was overwhelming. A three-block line of cars bringing items to the drop-off point brought traffic to a standstill and congested essential routes for emergency workers.[111] Even worse, the growing piles of donated supplies then required additional work to inventory, move and eventually store. Consider this explanation from Larson and Metzger:

> A major logistical problem was managing supplies. While agencies had little difficulty obtaining the equipment needed for the rescue effort, they faced oversupply rather than shortage, and they had difficulty locating and tracking supplies once they arrived. Commercial tractor-trailers donated for storage overflowed with everything from football helmets to search and rescue gear.[112]

This example shows how the actions of average citizens, wanting to help volunteer, created additional work for officials working at the blast site.

It is tempting to assume that disasters require only the efforts of first responders. The truth is that assistance from all sectors of the population are required to mitigate damage and suffering. In a survey of volunteers who claimed to have helped in some manner following the bombing, five types of volunteer activities dominated the efforts of the respondents.

According to Craig St. John and Jesse Fuchs, both from the University of Oklahoma, the most common types of volunteer work resulting from the attack were: 1.) giving blood, 2.) giving money, 3.) donating professional goods and services, 4.) donating non-professional goods and services, and 5.) volunteering time or services to organizations helping with the relief effort.[113] The first two

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[111] Craig St. John and Jesse Fuchs, "The Heartland Responds to Terror: Volunteering After the Bombing of the Murrah Federal Building," *Social Sciences Quarterly*, vol. 83, no. 2 (Jun, 2002), 397.

[112] Richard C. Larson, Michael D. Metzger, and Michael F. Cahn, "Responding to Emergencies: Lessons Learned and the Need for Analysis." *Interface*s, vol. 36, no. 6 (Nov/Dec, 2006) 488.

[113] Craig St. John and Jesse Fuchs, "The Heartland Responds to Terror: Volunteering After the Bombing of the Murrah Federal Building," Soci*al Sciences Quarterly*, vol. 83, no. 2 (Jun, 2002), 400.

activities would not have benefited from the existence of a national volunteer database or certification card. The remaining three activities, however, would certainly have been able to take advantage of the benefits of a single database and skill-level certification system as advocated. Professional working men and women volunteered in the aftermath of the bombing, in their specific area of expertise, but still in a convergence style that could have been better managed through a single system. Two examples help to demonstrate this concept.

In the Oklahoma City bombing, members of the Restaurant Association and the Association of Insurance Agents assisted in providing relief. The problem is that there was no mechanism to streamline these efforts. As a result, ad hoc responses were initiated by well-intentioned professionals, but not aligned with government plans and services.

On the morning of the Oklahoma City blast, across town the Oklahoma Restaurant Association "was preparing for its 2nd of 3 days of the annual Midsouthwest Foodservice Exposition."[114] According to Cheryl Walker writing in Communications World, the 430 exhibitors and 11,000 guests at the conference stopped the agenda and began helping with the relief efforts once the bombing became public knowledge. She reported that within the first 48-hours of the blast the conference attendees had prepared, "more than 20,000 boxed meals and delivered [them] to the site."[115] This type of outpouring is best managed through an ESF type structure with emphasis on logistics and food safety. It also shows how a professional organization can use professional skills to help in times of need. This example shows a spontaneous, unaffiliated volunteer response, already organized under the professional umbrella of the Restaurant Association.

The Oklahoma Association of Insurance Agents was also active immediately following the blast. According to an article in *Rough Notes*, a

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[114] Cheryl Walker, "Are You Prepared for the Worst?," *Communications World*, vol. 12, no. 6 (Jun/Jul 1995).

[115] Cheryl Walker, "Are You Prepared for the Worst?," *Communications World*, vol. 12, no. 6 (Jun/Jul 1995).

magazine for the insurance industry, appraisers were well aware that they could not help "the dead or the dying," but they could begin to help with the recovery from an insurance perspective.[116] Within three hours of the blast, insurance agents were hard at work. When agents arrived in the area of the blast they immediately noticed between 600-700 automobiles that had sustained damage.[117] Not only did they proceed with paperwork, but they tried to help in whatever capacity they could. Many were overwhelmed by the destruction and "began helping their clients minimize the damage by putting up plywood over shattered windows."[118] These efforts were not part of any organized response to the bombing, but could have been combined with official recovery efforts to create synergistic effects. One potential medium to increase this coordination could have been the ESF annex codes, organized and employed via a national volunteer database and certification card structure.

Examination of the facts of the Oklahoma City blast show the problems associated with volunteer convergence. Using a counterfactual analysis, would the existence and use of a national volunteer database and certification card have helped to mitigate some of these problems? Clearly, there are many aspects to consider when organizing the volunteer response to a disaster situation. As the previous examples of the Restaurant Association and the Insurance Agents have shown, it is not only average citizens who must be planned for, but also organized groups. As the Oklahoma City example has shown, professional, well-intentioned groups will also try to assist and must therefore be managed in some manner. A national system of volunteer management, linked to ESFs begins to provide some structure to meet this challenge. Likewise, the logistical problems associated with donated goods might have been mitigated by the assistance of trained volunteers, organized

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[116] Phil Zinkewicz, "Oklahoma Agents and Companies Respond Quickly to Bomb Disaster," *Rough Notes*, vol. 138, no. 6 (Jun, 1995).

[117] Ibid.

[118] Phil Zinkewicz, "Oklahoma Agents and Companies Respond Quickly to Bomb Disaster," *Rough Notes*, vol. 138, no. 6 (Jun, 1995).

specifically for such eventualities.   Had there been a formal request for volunteers skilled in warehousing, forklift operations, commercial truck drivers and those with data entry skills, the supply gridlock could have been better managed and potentially mitigated.

While there is no way of predicting the amount of volunteers or donated resources that will arrive at a disaster location, proper forecasting and planning can help to mitigate some of the resulting waste. Assuming a national volunteer card was in existence before this attack, there would be an identified pool of skilled workers capable of dealing with the massive influx of donated items. These volunteers could have been requested by using ESF code #7 (logistics management and resource support) and prepositioned prior to official requests for aid from the public.

While a national volunteer card and database are not a panacea for all of the problems associated with volunteer convergence, they are tools that could help to organize average citizens into areas where they already have skills.

C.   SEPTEMBER 11, 2001, TERRORIST ATTACKS

"On September 11, 2001, nineteen Al-Qaeda terrorists hijacked four commercial aircraft, intending to strike the World trade Center and various targets in Washington, D.C.."[119]   When the attacks were over, nearly 3,000 people had been killed.[120]   In the resulting outpouring of support, more than 30,000 volunteers helped in some form or fashion.[121]   Unfortunately, there were

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[119] "9/11 Timeline," as detailed on the National September 11 Memorial and Museum Web site at: http://www.national911memorial.org/site/PageServer?pagename=new_history_timeline, (accessed 9/20/2009).

[120] Ibid.

[121] Michael W. Brand, Dave Kerby, Brenda Elledge, Tracey Burton, Dana Coles, and Amy Dunn. "Public health's response: citizens' thoughts on volunteering," *Disaster Prevention and Management*, vol. 17, no. 1, (Jan, 2008):54.

few "official outlets for citizens to participate in recovery."[122] Had there been a mechanism such as the ESF coded database, volunteers could have been requested for specific skill sets and quickly vectored to the appropriate area for work.

As previously noted in Chapter IV, at ground zero the authorities eventually established a perimeter to secure the area. For a time, identification badges were made on the spot and distributed to volunteers until supplies ran out. Then volunteers "were given stickers to wear on their clothing to identify them as volunteers. This was prompted by several occurrences of unscrupulous individuals mixing in among the volunteers and then stealing supplies."[123] It is clear from this case study that a better system is needed for credentialing and identifying personnel working in areas associated with a disaster. Yet, even today, volunteer mobilization and reception centers are planning on issuing or creating identification cards for volunteers once they arrive at the site. There is a better and more efficient solution.

A national volunteer card, tied to a national database of skills would allow citizens to print their own cards at home or work and arrive with them already prepared. This would increase the speed and accuracy of those processing through VMCs and VRCs. The United States is a very technically adapt and "wired" nation and could access this type of system with relative ease. Kalpana Shankar at Indiana University recently detailed how communities have been using the Internet, blogs, Wikis and other computer technology to respond to

122 William R. Voorhees, "New Yorkers Respond to the World Trade Center Attack: An Anatomy of an Emergent Volunteer Organization, *Journal of Contingencies and Crisis Management*, vol. 16, no. 1 (Mar, 2008),3.

123 William R. Voorhees, "New Yorkers Respond to the World Trade Center Attack: An Anatomy of an Emergent Volunteer Organization, *Journal of Contingencies and Crisis Management*, vol. 16, no. 1 (Mar, 2008),6.

emergency situations.[124]   This technology can be used as a force multiplier to better manage the volunteer response to disasters by empowering average citizens.

According to the U.S. Census Bureau, the population of the United States was 307, 481,352 as of 18 September 2009.[125]   Of those, 220 million had access to the internet.[126]   Therefore, with over 71% of the entire U.S. population having access to the internet, it is possible that a Web-accessible national volunteer database and volunteer card capability could solve the problem of volunteer identification as highlighted in the September 11 case by empowering citizens to print their own cards.

D.   2005 HURRICANE KATRINA

On August 29, 2005, Hurricane Katrina made landfall in southern Louisiana with winds in excess of 125 mpg.[127]   "Katrina wreaked staggering physical destruction along its path, flooded the historic city of New Orleans, ultimately killed over 1,300 people, and became the most destructive natural disaster in American history."[128]   As the storm abated, nearly 60,000 volunteers swarmed to help.[129]   Many Americans witnessed the devastation from Katrina and headed across the country to help.

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[124] Kalpana Shankar, "Wind, Water, and Wi-Fi:New Trends in Community Informatics and Disaster Management," *The Information Society*, vol. 24 (Mar, 2007), 116-120.

[125] U.S. demographic data as listed on the Census Bureau Web site at: http://www.factfinder.census.gov/home/saff/main.html?_lang=eng, (accessed 9/18/2009).

[126] "Internet World Statistics for North America," as listed on the Internet World Web site at: http://www.internetworldstats.com/stats14.htm, (accessed 9/18/2009).

[127] Hurricane Katrina facts as report on the U.S. National Oceanographic and Atmospheric Administration Web site at: http://www.katrina.noaa.gov/,(accessed 9/22/2009).

[128] United States, Executive Office of the President and United States, Assistant to the President for Homeland Security and Counterterrorism, *The Federal Response to Hurricane Katrina : Lessons Learned*. Washington, D.C.: White House, 2006, 1.

[129] United States, Executive Office of the President and United States, Assistant to the President for Homeland Security and Counterterrorism, *The Federal Response to Hurricane Katrina : Lessons Learned*. Washington, D.C.: White House, 2006, 49.

According to published accounts, many of these volunteers came from organized groups, such as religious organizations and civic improvement clubs. During the cleanup for Katrina, "Nine thousand Southern Baptists from 41 states volunteered 120,000 days during which they served 10 million meals and pushed forward cleanup and recovery efforts."[130] Americans even volunteered to help rescue Katrina's four legged victims. "As soon as the images of desperate animals started flooding TV screens and the Web, thousands of volunteers flocked to a temporary shelter in Gonzales, Louisiana, 60 miles west of New Orleans."[131] Unfortunately, as was experienced in the previous case studies, these efforts often created chaos and waste.

For example, in the aftermath of Hurricane Katrina, one mental health volunteer reported:

> I noticed large piles of clothes at major intersections, a tennis court, and even at a car wash. After the hurricane, people organized clothing drives. When the clothing arrived, we were unable to find anyone to take them, so we unloaded them in an area for people to take them.[132]

The worker proceeded to clarify that much of the donated clothing was inappropriate for the situation, such as winter coats, gloves and scarves.[133] The intentions of all involved although noble, were largely wasted as their was no standardized structure for managing the donated resources or the skills of the volunteers.

Every pair of hands and every set of eyes can be useful at the site of a collapsed building, conducting house searches or even unloading truckloads of aid equipment. Yet, these hands and eyes need to be accounted for and

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[130] Marvin Olasky, "Responding to Disaster," *Vital Speeches of the Day* 72, no. 25 (Nov, 2006), 744.

[131] Kerrin Winter Churchill, "The Kindness of Strangers," *AKC Gazette* 122, no. 12 (Dec, 2005), 31.

[132] Alise G. Bartley, "Confronting the Realities of Volunteering for a National Disaster," *Journal of Mental Health Counseling*, vol 29, no. 1 (Jan, 2007), 8.

[133] Alise G. Bartley, "Confronting the Realities of Volunteering for a National Disaster," *Journal of Mental Health Counseling*, vol 29, no. 1 (Jan, 2007), 8.

assigned jobs commensurate with their training. Without the requisite training, many volunteers cannot be used. One Veterinary surgeon commented on the need for volunteer training before arriving at the scene during a recent interview regarding Hurricane Katrina:

> Being on the emergency response side of it for as long as I have, it's very frustrating when well-meaning people come out of the woodwork to help, but you have no criteria or idea what their availability or capabilities are in a disaster.[134]

A national certification card could greatly increase the correct pairing of workers with the skills needed to solve this type of situation.

In 2005, then Senator Barrack Obama introduced legislation to create the Hurricane Katrina Emergency Workforce Act. His goal was to "Create a national emergency health professional volunteer corps to ensure there is a ready pool of volunteer doctors and nurses who are willing, trained and certified to serve in times of disaster."[135] While his goal was admirable, it is only a small start. The larger solution lies with the empowerment of the masses. We need to prepare as many citizens as possible, as early as possible for use in disasters. In times of crisis, we need all manners of volunteers. In New Orleans, for example, during the recovery phase of Hurricane Katrina, there was a need for sanitation workers, construction workers, plumbers, electricians, child care providers, and many others. A national volunteer database accomplishes this goal. It would not only serve as the central repository for volunteers to self-register, but would also serve as a "virtual" switchboard, allowing standardized certification of specific skill sets.

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[134] David Frabotta, "Planning to Volunteer," *DVM, Vol* 37, no. 8 (Aug, 2006), 28.

[135] "Sen. Obama Introduces Bill to Create National Emergency Volunteer Corps," *US Fed News Service, Including US State News* (Sep, 2005).

E.   CONCLUSION

The lessons learned from Oklahoma City, 9/11 and Hurricane Katrina all point to the need for a standardized, national approach at managing volunteers. The outpouring of support and donated supplies in these cases resulted in waste and distracted relief efforts. While we may never be able to forecast how many people will turn-out to help following the next disaster, we can begin to shift our management paradigm from a reactive posture to a proactive plan. Creating a national volunteer database aligned with the emergency support function annex codes as prescribed under the NRF is a first step in realizing this new vision. Once a baseline standard has been established, individual citizens can then be empowered to self-register, print their own cards and arrive at mobilization centers ready to work. Their cards will allow for more rapid processing, better accountability and proper job assignment.

VI. RECOMMENDATIONS/CONCLUSIONS

A. INTRODUCTION

Volunteer convergence after disasters is a well-documented phenomenon. As the examples of the Oklahoma City bombing, 9/11 attacks, and Hurricane Katrina have shown, disasters can be the catalyst for large-scale volunteering, but the convergence of large numbers of uncoordinated, un-registered volunteers has also been shown to create new problems that can make it difficult for first responders to do their jobs and for volunteer help to be utilized effectively. Yet, even today, the lessons of volunteer convergence from these events have still not resulted in new and proactive mechanisms for their resolution. To put it bluntly, if another disaster occurs in the United States, there is still no standardized plan to deal with all of the expected outpouring of supplies and offers of assistance that Americans are known for.

Lacking a standardized solution for volunteer convergence, many states have developed their own responses to address convergence. The state of Florida, as already discussed in Chapter III, has designed a state-wide volunteer management structure, aligned with state-derived emergency support function codes. It has been widely used to help mitigate the devastation caused by hurricanes and tropical storms for years. It relies on volunteer reception centers to organize and assign average citizens to relief efforts. Likewise, Frederick County in Maryland has developed its own volunteer check-in sites, currently dispersed at five church buildings to screen and mobilize volunteers as they rush to disaster sites to help. The locations of these buildings are advertised throughout the local area and used in training exercises. Volunteer Fairfax, in Fairfax county Virginia, also relies on volunteer check-in centers, but has elected not to advertise their locations. According to officials at Fairfax, these locations are not made public to allow time for appropriate staff to arrive and set-up before the expected throngs of citizens inundate them. These three examples show

how various states have recognized the problem of convergence and taken similar and different approaches to solving it.

These efforts, while well intentioned, are only a partial solution to the bigger question of proper volunteer management, accountability and utilization during times of great need.

B.   UNDERSTANDING THE REQUIREMENTS OF DISASTERS

While it is intuitive that first responders such as fire fighters, police officers and paramedics are needed in disasters, less intuitive is the need for hundreds to thousands of workers with other skill sets.   Long after the fire trucks have returned to the station house, other workers are still hard at work in the hardest hit areas.   Plumbers, electricians, engineers, sanitation workers, construction workers, childcare providers, mental health professionals, insurance adjusters and a myriad of others are also needed at disaster sites.   While some of these workers are paid, many volunteer their skills free of charge.   Yet, current efforts of volunteer convergence management are not equipped to differentiate these different skill sets.   Volunteer centers established at disaster sites either forward volunteers to other organizations or try to quickly categorize their skills for general use.   While the logic of this processing is sound, the overall construct is inefficient.   Time is wasted when volunteers are funneled into centers where they are forced to fill out forms, while staffers attempt to match them with skills and requests from other agencies.   A more efficient and proactive approach is needed.

As discussed in Chapter III, volunteer organization and official first responder agencies are active at disaster sites.   Depending upon the disaster and its severity, the needs of these organizations will vary.   When the resources of these agencies are exceeded, they may ask for volunteer assistance.   Currently, there is no standardized mechanism for requesting such augmentation.   For example, the Salvation Army may need cooks to help

augment one of its mobile food vans at a disaster site. A main issue to solve regarding this need is how to request assistance? Depending on the local structure, the Salvation Army may simply ask for unskilled workers in the immediate area to help. Likewise, it could fill out a volunteer request sheet documenting the desired skills needed and forward that request to a volunteer reception center. Depending on the urgency of the call, perhaps the volunteer center can wait for the correct person to "arrive" at the center check-in and be assigned to the Salvation Army at that time. This example shows how reactive the management of volunteers is at a disaster site. While food preparation is a relatively benign example, consider one with more implications that are ethical.

During disasters there is an acute need for medical personnel and those who can care for children, the sick and the elderly. Ideally, volunteers helping in these areas would already be certified and have the appropriate background checks to work there. Yet, there is no national system to ensure that unskilled, or worse, criminals, are not inadvertently assigned to work in such cases. This example shows how important it is to have a proactive plan for requesting, processing and assigning appropriate volunteers to specific jobs.

C. NATIONAL VOLUNTEER DATABASE RECOMMENDATION

Proactive management of volunteers before the next disaster occurs requires a national volunteer database. Aligned with the fifteen emergency support function codes (ESF) already defined in the National Response Framework (NRF), this database could empower millions of Americans by pre-registering them and documenting the skills they already posses. The state of Florida has a similar system, with its own state derived ESF codes, but a national system is needed. As advocated in this thesis, a national volunteer database would allow average citizens to document their skills for use in a disaster in one standardized and easily accessible manner. By structuring the database within the framework of the NRF, a coherent and streamlined national approach can be initiated for addressing volunteer convergence.

Before examining four specific recommendations regarding the creation of a national volunteer database and its ability to produce a standardized volunteer certification card, a few caveats must be addressed.

First, if implemented it must be understood that this proposal is not a panacea for all of the chaos and complexities associated with a disaster. Trained emergency management personnel and volunteer centers are still required to ensure the proper utilization of converging volunteers. The database and accompanying certification card are merely tools designed to aid those professionals already working in disaster management.

Second, it is important to note that any voluntary system will always some individuals electing not to participate. In that regard, even with a national system in place, there is a strong chance that large numbers of people will still arrive at volunteer centers without the standardized cards. In this case, the solution will be to process them in the same manner they are currently being processed (i.e., standing in line, filling out forms and interviewing with volunteer center staff personnel). Volunteer managers should plan for and anticipate such an outcome and develop "express" lines for those volunteers possessing the appropriate certification cards.

Third, in order to ensure the maximum number of citizens are proactively prepared for the next disaster, a cohesive public service announcement campaign should be initiated, tied to current preparedness programs, urging all Americans to register in the database and to print the generic "GV" card as described in the previous chapter.

Fourth, the debate over what constitutes an approved form of national identity is still unresolved. The advocated volunteer certification card will still require the accompaniment of a state recognized form of legal identification. This format is currently left to the state. State driver's licenses, military identity cards or passports could all be acceptable formats. The benefits of the certification cards are that they allow volunteers to have a single format for

documenting skills and ensuring accountability. It is possible to sidestep the national identity debate with this card, while still ensuring proper certification of skill sets and meeting accountability requirements.

Fifth, the implementation of such as system will be complex and expensive. Some entity will be required to develop and maintain the national database infrastructure, software, and training aspects. Likewise, the linking of volunteer skill sets with the appropriate ESF annex will require significant work on the part of each ESF lead agency.

These caveats must be considered and planned for when implementing and maintaining the database recommended herein.

RECOMMENDATION #1—*Establish a national volunteer database, tied to the ESF codes as listed in the National Response Framework.*

A national volunteer database allows government officials and emergency response coordinators to accurately request and track specific volunteer skill sets. Instead of waiting for volunteers to arrive at reception or mobilization centers, tailored requests for specific skill sets, tied to the ESF structure can be made via radio, Web site or megaphone broadcasts. As discussed in chapters IV and V, the technical aspects of the database and resulting volunteer certification card will allow for organizers to not only request specific skill sets, but to also monitor when those requirements have been filled. The possibilities for proactive volunteer management with a national database are immense. Consider the following example.

A chlorine gas leak has sickened dozens to perhaps hundreds of residents near a chemical plant. A large decontamination site has been established on the perimeter of the affected area and volunteers are needed to help clean the victims and do other tasks. Two potential solutions to this problem will be detailed below, one using a generic system, similar to those in use today and the other using the national volunteer database.

Given the scenario above, many locales would simply request volunteer assistance at the decontamination site using the media or other forms of broadcasting. Depending on the level of the request, volunteers with various skill levels would descend on the site. They would then be dispersed to assist without proper knowledge, documentation, or accountability for their safety.

Conversely, using the national volunteer database, an emergency official could quickly query the system for registered users with experience dealing with hazardous materials. If the system indicated no registered users with such skills, an alternative plan would be devised, perhaps similar to the general broadcast scenario mentioned above. If, on the other hand, 50 volunteers in the local area have hazardous material skills, the officials could request these volunteers by ESF code. The use of ESF codes does not advertise the exact requirement. This allows the proper volunteer personnel to respond while preventing well-intentioned citizens from rushing to the area. Once onsite, these volunteers will be an asset because of their specific needed skill sets, and furthermore can easily be accounted for as a safety precaution.

The ESF coded system can be used for multiple requests and ties directly into the volunteer mobilization and volunteer reception center structures. As officials request specific codes, these centers could quickly scan the bar codes of these volunteers certification cards and know how many volunteers per code have been processed. Once the requisite numbers per code have been met, volunteer center staffs could then report back to officials and the public. To realize the benefits of a national volunteer database, it must be populated.

RECOMMENDATION #2—Initiate and continue nation-wide public service announcements for citizens to pre-register with the national volunteer database and print their own certification cards before a disaster.

Average citizens have unique skill sets and certifications that can be used at disaster sites. These skills are already acquired, but not documented in any standardized fashion. A national volunteer database would allow any citizen to

pre-register at any time in the database. The database would empower citizens to print their own certification cards and carry them on their person before any real crisis occurs.

RECOMMENDATION #3—Assign a lead federal agency to develop, administer and maintain the national volunteer database.

A database of this size and magnitude would require significant resources to develop and maintain. It would also require a staff to coordinate the pairing of ESF specific codes to ESF lead agencies, as discussed in chapter III. While any number of organizations could be created to accomplish this task, the U.S. Selective Service System already has a mission similar to that of a national volunteer database and would be ideally suited for such a role. As the Selective Service System has already developed a web-enabled registration system for the Uniformed Military Services, it is ideally suited for this task.

RECOMMENDATION #4—Integrate a national volunteer database and its use into national emergency training scenarios and the National Response Framework and National Incident Management System as needed.

A national volunteer database should be fully integrated in the national emergency response structures as detailed in this thesis. By adding specific reference to the database in federal guidelines and scenarios, its credibility is enhanced and the likelihood of its intended use is increased.

D.   CONCLUSION

The American people are gracious and respond to disasters with overwhelming forms of support. From donating funds and goods, to volunteering their time and services, Americans have and will continue to converge on disaster sites. As history has shown, these citizens are often mismanaged or neglected. While some states and locales have developed their own responses to alleviate the convergence problem, a national approach is needed. Volunteers routinely cross state lines and may not be aware of locally developed volunteer

structures. A national volunteer database, tied to the structure and standards of the Emergency Support Function Annex of the National Response Framework can help to streamline volunteer management when our country needs it most.

APPENDIX A

Hypothetical driver's license showing the data contained in the MRT. Constructed from data obtained from DHS

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APPENDIX B

National VOAD Members Resource Directory[136]

The following lists each National VOAD member organizations and the types of services provided during emergencies and disasters. This is not a guarantee of services nor does it list every possible service provided. Much is dependent upon the type of disaster, services provided by other coordinating nonprofits, and local resources.

. Agency	Function
National Voluntary Organizations Active in Disaster	• Facilitates and encourage collaboration, communication, cooperation, and coordination, and builds relationships among members while groups plan and prepare for emergencies and disaster incidents. • Assists in communicating to the government and the public the services provided by its national member organizations. • Facilitates information sharing during planning, and preparedness, response, and recovery after a disaster incident. • Provides members with information pertaining to the severity of the disaster, needs identified, and actions of volunteers throughout the response, relief, and recovery process.
Adventist Community Services (ACS)	• Distributes relief items such as: drinking water, groceries, clothing and more. • Provides warehousing & other donation coordination services such as Points of Distribution centers (PODs). • Operates volunteer centers where community members can volunteer during disaster response. • Provides victims with Emotional & Spiritual counseling.
American Baptist Men/USA	• Provides cleanup, repair and initial rebuilding. Short-term volunteers work cooperatively with Church World Service. • Provides financial assistance to victims during both the relief & recovery stages. • Operates volunteer centers to serve as clearing houses for relief teams.
American Radio Relay League (ARRL) – Amateur Radio	• Operators setup and run organized communication networks locally for governmental and emergency officials, as well as non-commercial communication for private citizens affected by the disaster. They activate after disasters damage regular lines of

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136 "Members." National Voluntary Organizations Active In Disaster. http://www.nvoad.org/Members/NationalMembers/AboutOurMembers/tabid/93/Default.aspx. (accessed on 11/2/2009).

Emergency Services (ARES)	communications due to power outages and destruction of telephone, cellular and other infrastructure-dependent systems. • ARRL volunteers act as communications volunteers with local public safety organizations. In addition, in some disasters, radio frequencies are not coordinated among relief officials and Amateur Radio operators step in to coordinate communication when radio towers and other elements in the communication infrastructure are damaged. • At the local level, Hams may participate in local emergency organizations, or organize local "traffic nets."
American Red Cross	• Provides Mass Care operations such as: shelter, fixed and mobile feeding services for disaster victims and emergency workers in the affected area, and the distribution of supplies and commodities. • Provides emergency and preventive health services to people affected by disaster. • Provides individual assistance at service delivery sites and through outreach, by referral to government and/or voluntary agencies through distribution or financial assistance. • Provides services leading to reunification of family members in the affected area. • Performs damage assessments. • Provides emergency and preventive mental health services.
Ananda Marga Universal Relief Team (AMURT)	• Provides food and clothing, shelters, counseling; it also renders emergency medical services, sanitation, short-term case management.
Billy Graham Rapid Response Team	• Provides emotional and spiritual care • National database of more than 3,200 crisis trained chaplains and ministry volunteers
Brethren Disaster Ministries	• Engages a network of volunteers to repair or rebuild homes for disaster survivors who lack sufficient resources to hire paid labor, focusing on vulnerable communities. • Trained, skilled project leaders supervise volunteers. • BDM cooperates with the local disaster recovery organization to enhance the long-term recovery of the community. • Provides Maryland-based warehousing & distribution services through the Church of the Brethren's Material Resources center. • Children's Disaster Services (CDS) alleviates disaster-related anxiety in children through specially trained and certified volunteers. • Provides children a safe, secure and comforting environment in shelters and assistance centers. • Offers specialized care for children experiencing grief and trauma. • Educates parents and caregivers on how to help children cope.
Catholic Charities, USA	• Provides assistance including direct financial assistance to communities in addressing the crisis and recovery needs of local families. • Performs initial damage assessments. • Provides ongoing and long-term recovery services for individuals and families, including temporary & permanent housing

	assistance for low income families, counseling programs for children and the elderly, and special counseling for disaster relief workers. • Provides relief stage services including shelter and emergency food.
Christian Reformed World Relief Committee (CRWRC)	• Fully equipped & trained Rapid Response teams for clean up, chain saw & mucking out • Trained volunteer managers assist local community in the formation and operation of long term recovery organizations. • Provides community wide Unmet needs assessments for long term recovery organizations • Provide construction estimating services using skilled volunteers • Provide accounting services for long term recovery and VOAD organizations using volunteer CPAs • Provide skilled teams for long term housing repair and construction. • Chaplaincy services • Community Development consultants after the recovery.
Churches of Scientology Disaster Response	• Emotional and Spiritual Care for survivors, responders and care-givers. • POD volunteers and management • Clean-up • Direct services to individuals – un-met needs • Volunteer coordination • On-site needs assessment and help • Volunteer assistance to other organizations – shelter management, other needs
Church World Service	• Provides advocacy services for survivors. • Provides case management for low income & marginalized groups. • Provides emotional and spiritual care as well as physical rebuilding programs. • Assists in long-term recovery of those in need. • Restores and build community relationships.
City Team Ministries	• Supports first responders during rescue phase. • Provides food, water & shelter during the relief phase. • Provides emotional & spiritual care and case management to assess the needs of victims. • Is committed to the effort of rebuilding homes and communities.
Convoy of Hope	• Facilitates relief efforts between churches and other organizations to help best serve the needs of survivors. With our fleet of trucks, 300,000 square foot warehouse, Mobile Command Center, and utilizing the first response P.O.D. (Points of Distribution) model, USDR has become an active and efficient disaster relief organization, providing resources and help to victims in the first days of a disaster.
Episcopal Relief	• Sends immediate relief grants for such basics as food, water,

and Development	medical assistance, and financial aid within the first 90 days following a disaster. • Provides on-going recovery activities through rehabilitation grants, which offer the means to rebuild, replant ruined crops, and counsel those in trauma. • Delivers relief kits and other emergency supplies and food to emergency shelters & camps. • Works primarily through Church World Service in providing its disaster-related services. • Does rebuilding for individual homes damaged during disasters. • Helps residents restore the social and economic fabric of their communities by providing economic and educational opportunities and improving access to legal services and home ownership. • Trains & equip local denominations to prepare for and respond to disasters that devastate their communities.
Feeding America	• Collects, transports, warehouses, and distributes donated food and grocery products for other agencies involved in both feeding operations and distribution of relief supplies through its national network of food banks. • Processes food products collected in food drives by communities wishing to help another disaster-affected community. • Develops, certifies, and supports their food banks. • Positions frequently used emergency food products and personal care items in strategic locations and regularly cycles inventories to ensure usage by survivors immediately following a disaster • Serves as a liaison between the food banks and the donors. • Educates the public about the problems and solutions of hunger. • Specializes in disaster training for its network, and continually improves standard operating procedures that enable member food banks to develop seamless, coordinated approaches to delivering disaster assistance.
Feed the Children	• Provides help to survivors of natural disasters occurring in the United States and around the world. • Provides food, water, blankets, cleaning supplies or other relief supplies to individuals and families affected. • Through a subsidiary, picks up in-kind contributions from corporate warehouses and individual donors, to any of its six regional distribution centers for either bulk distribution or directly to individual relief boxes for families.
Foundation of Hope – ACTS World Relief	ACTS is striving to be a NIMS (National Incident Management System) Compliant disaster response agency, able to respond within 24 hours of federally declared incidents, using its volunteer army of everyone. We have been most active in the Gulf Coast, which is FEMA Region IV; but are now expanding our organization nationwide and internationally. We are proud of the services that we currently provide utilizing our fleet of trucks, forklifts, heavy equipment, refrigeration trailers, tents and support equipment for:

	o Establishing Points of Distribution to rapidly and efficiently distribute goods within six hours of their arrival by common carrier.
	o Cooking and distributing hot meals with self-contained mobile disaster kitchens of various sizes and capacities.
	o Staging area or Base camp management at the request of State or Local Emergency Operation Centers.
	o Mobile Public Address Systems (mobile sound stages).
	o Debris removal and personal item recovery teams.
	o Registration and coordination of unaffiliated volunteers within the impacted area. Using mobile volunteer registration centers we are able to organize and form work teams to provide workforce resources to assist in recovery.
Habitat for Humanity International	• Conducts community housing assessments for long-term recovery. • Works with partner families to build or rehabilitate simple, decent, and affordable homes after a disaster. • Offers construction and development technical assistance to communities. • Facilitates community involvement and support during the long-term recovery process. • Introduces alternative construction technologies (modular, panelized/SIP housing, etc) to communities to speed up the delivery of permanent housing solutions.
HOPE Coalition America (Operation Hope)	• Supports disaster survivors by assisting with budgeting and developing financial recovery plans: o Pre-disaster preparedness seminars o Emergency budget counseling o Emergency Credit Management o Assistance with working with creditors o Referrals to government and private agencies o Assistance with obtaining copies of destroyed financial documents o Insurance claim assistance
HOPE *worldwide*, Ltd.	• Changes lives by harnessing the compassion and commitment of dedicated staff and volunteers to deliver sustainable, high-impact, community-based services to the poor and needy • Partner with the American Red Cross to help prevent, prepare and respond to emergencies

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	• Utilizing a large international volunteer base • Establishing centers on all six inhabited continents that are rooted in the community • Creating networks of people, organizations and governments that work together
Humane Society of the United States	Provides assistance with animal rescue, handling and transport in a timely and humane way: • Assessment of animal related needs. • Establishment & management of temporary emergency animal shelters. • Evacuation support. • Veterinary evaluation of animals. • Relocation and support of disaster affected animal facilities. • Transition of support to local resources during the recovery phase. • Donations & volunteer management including emergent volunteers. • Serves as resource for individuals, animal-related organizations, and others concerned about the urgent needs of animals before, during and after disasters.
International Critical Incident Stress Foundation	Emotional and Spiritual Care: • Pre & post-incident training. • Risk & Crisis Communication. • Crisis planning & intervention with communities& organizations. • Spiritual assessment and care.
International Relief & Development	• Distributes food and critical relief supplies. • Helps communities develop effective social services through collaborative efforts to improve roads, renovate schools, rebuild utilities: water and sewage systems, and establish health facilities. • Collaborates with other organizations to provide shelter and necessary tools such as financial counseling to disaster victims. • Performs needs assessment and mapping.
Latter-Day Saint Charities	• Provides food and other emergency supplies & kits during response.
Lutheran Disaster Response	• Provides response efforts through a pre-selected group of Lutheran social service agencies with established standing in the affected communities. • Provides spiritual and emotional counseling for affected persons • Helps in coordinating volunteer teams for cleaning-up and rebuilding disaster affected homes. • Provides case management services for long-term recovery • Provides training and expertise on volunteer coordination, case management, long-term recovery, construction, and database management.
Mennonite	• Assists disaster victims by providing volunteer personnel to clean up and remove debris from damaged and destroyed homes and

Disaster Services	personal property. • Repairs or rebuilds under-insured primary residence homeowners with emphasis on assisting with the special needs of the vulnerable populations such as: elderly & people with disabilities.
Mercy Medical Airlift (Angel Flight)	Services of the Homeland Security Emergency Air Transportation System (HSEATS): • Transport into disaster response areas of small high-priority non-hazardous cargo (including blood) up to 300-400 pounds (boxed) when commercial ground or air not available. • Aerial reconnaissance of disaster area. • Air transport of disaster response personnel and evacuees into/from/within disaster area when commercial ground or air not available. • Relocation of special populations including special "surge services" using commercial air ambulance services (by pre-arranged MOU only) • Coordination of available corporate jet aircraft for disaster response in cooperation with NBAA. • Management of large-scale airline provided relocation movements in support of FEMA, Red Cross, et al.
National Association of Jewish Chaplains (NAJC)	Provides spiritual crisis counseling, short term pastoral care and long term pastoral counseling through its board certified chaplains and professionally trained chaplains. • Provides education and training in disaster spiritual care. • Helps organize volunteer disaster chaplains, through its association with American Red Cross' Critical Response Team and other professional chaplaincy organizations, who wish to provide immediate disaster spiritual care services in the aftermath of disasters.

National Baptist Convention USA	• To lessen the impact of disasters and potential catastrophic incidents by meeting the needs of communities through preparedness and mitigation
	• Provides the following services:
	   ○ Mass care
	   ○ Emergency assistance and casework
	   ○ Emotional and/or spiritual care
	   ○ Supporting services to state and local VOAD member agencies
	   ○ Recovery
	   ○ Donations Management
	   ○ Volunteer Management
	   ○ Outreach and/or information and referral

National Emergency Response Team (NERT)	• Provides coordinated emergency services with federal, state and local government agencies and non-profit agencies. • Transports food and other disaster goods through trailer units. • Provides communication services through trailers equipped with, e.g., ham radios and scanners. • Provides direct financial aid to victims. • Home repair services for special needs group (elderly).
National Organization for	• Provides social and mental health services for individuals and families, who experience major trauma after disaster, including:

Victim Assistance (NOVA)	psychological first aid, crisis intervention, crime victim resources, crisis management consultation.
Nazarene Disaster Response (NDR)	• Provides clean-up and rebuilding assistance, especially to the elderly, persons with disabilities, the widowed, and those least able to help themselves. • Works in the recovery phase by assisting with the emotional needs of disaster victims.
Noah's Wish	The mission of Noah's Wish is to save animals during disasters by providing: ▪ Rapid deployment of disaster response teams ▪ Operation of temporary animal shelters ▪ Rescue and evacuation assistance ▪ Veterinary care for disaster related injuries or illness ▪ Short and long term foster care for animals ▪ Permanent placement for all unclaimed or surrendered animals ▪ Coordination and distribution of donated supplies and food
Operation Blessing	• Transports food and emergency supplies to disaster survivors. • Assists in disaster medical relief. • Provides direct financial assistance to victims.
Points of Light Institute/Hands On Network	• Creates innovative, actionable models for citizen-centered problem solving, and direct, tangible tools and opportunities for people and organizations to apply their interests and passions to make a difference. • Serves 83% of the American population and 12 international communities in nine countries through hundreds of affiliates — places where people can get connected, get involved and make change happen in their communities. • Focus on helping people plug into volunteer opportunities in their local community, helping non-profits manage volunteer resources and developing the leadership capacity of volunteers.
Presbyterian Disaster Assistance (PDA)	• Works primarily through Church World Service in providing volunteers to serve as disaster consultants. • Funding for local recovery projects that meet certain guidelines. • Provides trained volunteers who participate in the Cooperative Disaster Child Care program. • Provide volunteer labor and material assistance at the local level. • Supports volunteer base camps for volunteer groups assisting with the rebuilding efforts.
REACT International	• Provides emergency communication facilities for other agencies through its national network of Citizen Band radio operators and volunteer teams.
The Salvation Army	• Provides emergency assistance including mass and mobile feeding, temporary shelter, counseling, missing person services, medical assistance. • Provides warehousing services including the distribution of donated goods including food, clothing, and household items. • Provides referrals to government and private agencies for special

	services. • Does individual & family counseling. • Recruits, trains, house, and transports volunteers. • Coordinates economic reconstruction efforts. • Provides financial assistance to victims through case management to include: housing needs, disaster related medical & funeral expenses. • Emotional & Spiritual care.
Samaritan's Purse	• Emotional and Spiritual Care. • Provides cleanup assistance. • Emergency home repairs.
Save the Children	• Provides disaster relief services for children in shelters including food, clothing, diapers, evacuation backpacks. • Also provides supervision in designated areas within shelters.
Society of St. Vincent De Paul	• Provides social services to individuals and families, and collects and distributes donated goods. • Makes store merchandise available to disaster victims. Operates retail stores, homeless shelters, and feeding facilities that are similar to those run by the Salvation Army. • Provides warehousing facilities for storing and sorting donated merchandise during the emergency period.
Southern Baptist Disaster Relief/North American Mission Board	• Provides mobile feeding units staffed by volunteers who prepare and distribute thousands of meals a day. • Provide disaster childcare – mobile units transport equipment and supplies to a facility where trained workers provide safe and secure care for children. • Provide units and trained volunteers to assist with clean-up activities, temporary repairs, reconstruction, chaplains, command/communication, and bilingual services. • Provide water purification, shower and laundry units and trained volunteers for disaster responses.
Tzu Chi Foundation	• Emotional and Spiritual Care. • Provides Medical and Financial assistance.
United Church of Christ	• Coordinators help to organize volunteers for clean-up and rebuilding efforts; as well as participate in response and long term recovery efforts in communities affected by natural disasters.
United Jewish Communities (UJC)	• Organizes direct assistance, such as financial and social services, to Jewish and general communities in the U.S. following disaster. • Provides rebuilding services to neighborhoods and enters into long-term recovery partnerships with residents.
United Methodist Committee on Relief (UMCOR)	• Raises and distributes funds equitably to the most vulnerable populations in affected communities. • Provides case management services and related training for the long term recovery of victims.

	• Coordinates shipments of disaster relief supplies and kits, including cleanup supplies. • Provides spiritual and emotional care to disaster victims and long-term care of children impacted by disaster. • Offers training in support of volunteer activities in disaster recovery.
United Way of America	• Provides experience, expertise, and resources to local United Ways facing local, regional, state or national emergencies. • Gives direct grants to support disaster recovery, such as: home repairs, food vouchers, counseling. • Acts as a resource & information guide for survivors, through its 2-1-1 call centers.
World Hope International (WHI)	• WHI has worked in 5 national disasters within the last 3 years. • As an organization we have the ability to initiate a strong volunteer response to our work through the partnership of 1500 Wesleyan Churches and their membership located within the United States. • Our volunteers have donated thousands of hours of time and are highly skilled. • Our leaders coordinate well with churches and pastors in the disaster areas to establish distribution sites and housing facilities for volunteers. • Our volunteers are willing and ready to do clean up, gut houses or rebuild homes. • WHI also has relief kits and tool resources available for disaster response.
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. • Collects, manages, and organizes community based distribution for donated goods.

APPENDIX C

Volunteer Fairfax Disaster Volunteer Registration Form

Volunteer Fairfax

Disaster Volunteer Registration Form

Mr.__ Mrs.__ Ms.__ Name_____ Birth Date_____ Cell Phone _____

E-mail address_____ Home Phone _____

Home Address_____City_____ ST_____ Zip_____

Emergency Contact_____ Relationship_____ Emergency Phone _____

Your Occupation_____ Employer_____ Work Phone_____

Business Address_____ City_____ ST_____ Zip _____

Are you a year-round Fairfax County resident? ___Yes ___No   Months you are available _____

If you have any health limitations, please explain _____

I am willing to volunteer in: ___this county   ___a neighboring county   ___anywhere in VA   ___anywhere in the U.S.

Are you currently affiliated with a disaster relief agency? ___No ____Yes: Name of agency _____

Have you volunteered with Volunteer Fairfax in the past? ___No ____Yes: If so, through what program? _____

Special skills and/or vocational/disaster training: _____

SKILLS: Please check all that apply.

MEDICAL

____110 Doctor - Specialty: _____

____120 Nurse - Specialty: _____

____130 Emerg. medical. cert.
____140 Mental health counsel.
____150 Veterinarian
____160 Veterinary technician

COMMUNICATIONS

____210 CB or ham operator
____220 Hotline Operator
____230 Own a cell phone
       #_____
____240 Own a skyphone
       #_____
____250 Public relations
____260   Web page design
____270 Public speaker
____999 Will distribute/post info

Language other than English:

____261 French
____262 German
____263 Italian
____264 Spanish
____265 Ukrainian
____999 Korean
____999 Vietnamese
____999 Urdu
____999 _____
____999 _____

OFFICE SUPPORT

____310 Clerical - filing, copying
____320 Data entry - Software: _____
____330 Phone receptionist

SERVICES

____410 Food
____415 Elderly/disabled asst.
____420 Child care
____425 Spiritual counseling
____430 Social work
____435 Search and rescue
____440 Auto repair/towing
____445 Traffic control
____450 Crime watch
____455 Animal rescue
____460 Animal care
____465 Runner

STRUCTURAL

____510 Damage assessment
____520 Metal construction
____530 Wood construction
____540 Block construction
       Cert. #_____
____550 Plumbing
       Cert. #_____
____560 Electrical
       Cert. #_____
____570 Roofing
       Cert. #

TRANSPORTATION

____610 Car
____615 Station wagon/mini van
____620 Maxi-van, capacity___
____625 ATV
____630 Own off-road veh/4wd
____635 Own truck, description: _____
____640 Own boat, capacity___
       Type:_____
____650 Commercial driver
       Class & license #: _____
____660 Camper/RV, capacity
       & type:_____
       _____

LABOR

____710 Lifting/Loading/shipping
       Able to lift _____ (lbs.)
____720 Sorting/packing
____730 Clean-up
____740 Operate equipment
       Types:_____
       _____
____750 Have experience
       supervising others

EQUIPMENT

____810 Backhoe
____820 Chainsaw
____830 Generator
____840 Other:_____
       _____

W:\Emergency\VRC Files\Forms

Volunteer Fairfax based upon © 2000 Volunteer Florida

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APPENDIX D

Volunteer Frederick Photo Identification Requirements

Photo Identification (ID) Requirements for Individuals Wishing to Register and Volunteer Through Volunteer Frederick's Emergency Volunteer Mobilization Center

1. Each individual must have acceptable and valid ID to be interviewed and assigned as a volunteer through Frederick County's Volunteer Mobilization Center. ID requirements will be strictly enforced.

   - If you arrive at the VM Center without the required identification, VMC staff will not register you.
   - When registering, you must use exactly the same name as is shown on the primary identification document that you present at the VM Center
   - .Only misspellings of your name can be corrected at registration. NAME CHANGES WILL NOT BE MADE.

   If the Intake staff (Forms Checkers) question the ID you present, you will be required to present additional proof of identity. If positive confirmation cannot be made you may be refused registration.

2. You must present one (1) of the following primary ID documents:
   - passport with photo and signature
   - driver's license with photo and signature
   - state ID with photo and signature
   - national identification with photo and signature
   - military identification with photo and signature

   Unacceptable Identification Documents
   - any expired ID
   - draft classification card
   - credit card of any kind
   - Social Security card
   - learner's permit or any temporary identification document

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