

Disaster Volunteerism

Teresa R. Johnson
Student Intern, TWC/MTSU

December 2014

Disaster Volunteerism

By Teresa R. Johnson, Student Intern, TWC/MTSU
International Institute of Global Resilience
Student Internship Submission - December 5, 2014

Abstract: Disaster volunteerism is steadily gaining attention in the field of emergency management and disaster resilience. The purpose of this paper is to examine volunteerism before, during, and after disasters or crises. The research was gathered from news articles, academic papers, and Federal Emergency Management Agency (FEMA) reports. The paper tries to answer the questions of –

- “Why people volunteer?”
- “What do volunteers do?”
- “What are the limitations and strengths of disaster volunteerism?”
- “How can disaster volunteerism be strengthened and supported?”

The bulk of this paper examines disaster volunteerism in the U.S. The latter portion of the paper includes a discussion of international disaster volunteerism, particularly in Japan. There is a focus on Citizen Corps’ Citizen Emergency Response Teams (CERT) and Medical Reserve Corps (MRC). In addition, there are case studies from several national and international disaster volunteers. The conclusion of this paper is that disaster volunteers are in a unique position to



New York, N.Y., September 27, 2001 – Rescue and recovery operations continue at the site of the collapsed World Trade Center following the 9/11 attack. Photo by Bri Rodriguez/ FEMA News Photo – Location: New York, NY

help meet the immediate needs of the affected community because they are familiar with the area and can supplement official responders and contribute to local decision-making. However, volunteers' effectiveness can be limited by such factors as no shared lexicon or standard method to deal with influx of volunteers into a disaster site. Demographic changes in the volunteers and affected population as well as general hazards associated with disasters may also limit disaster volunteerism. Opportunities for strengthening disaster volunteerism include the development of a shared language, credentialing of volunteers, and learning and sharing of ideas between national and international entities.

Introduction: “Volunteerism”, is a noun meaning “the act or practice of doing volunteer work in community service” as defined by the Merriam-Webster Dictionary. The dictionary also lists the first known use of the word to be in 1844, but as noted later in the paper, volunteerism has been in practice since civilization began.

In 2004, the U.S. Bureau of Labor Statistics of the Department of Labor indicated that 62.8 million people in the U.S. had volunteered for an organization at least once in the previous 12 months.¹ Disaster volunteerism is a specific category of volunteerism and perhaps the most underappreciated. Nonetheless, the need for disaster volunteers and disaster-focused organization is growing as the number and severity of natural and man-made disasters is increasing.

The paper is divided into four parts: (1) Volunteerism in the United States; (2) Case Studies in the United States; (3) International volunteerism; and (4) Conclusion.

1. Volunteerism in the United States

History:

The desire of Americans to work together can be seen in the foundation of the country itself. According to Motoko Imai, a lecturer at Tokiwa University in Japan, in a comparison of the U.S. to Japan, in the United States, the notion of “the people” preceded that of “the government” in its creation. The founding fathers were disappointed with their former countries and did not want an all-powerful government, so they formed their own voluntary associations.² One of the most notable founding fathers, Benjamin Franklin, “understood not only that the idea that people could act together to bring order to the chaos of the natural and social domains was essentially



Volunteers after Superstorm Sandy. Source USMA.edu

¹ United Nations Volunteers. “State of the World’s Volunteerism Report.” 2011.

² <http://www.heartsandminds.org/articles/volunteer.htm>

revolutionary, but that realizing this idea required concerted action through organizations” (Hall, Harvard Kennedy School, 2003).³ Furthermore, Peter Hall (Charles Scribners’ Sons, 2004) stated that the U.S. Constitution established conditions that made the growth of volunteerism inevitable.⁴ For example, Benjamin Franklin was an avid believer in the First Amendment, which supported freedom of press. In this regard, it is noteworthy that many of Franklin’s voluntary associations were promoted through the press, including the creation of America’s first volunteer fire department in Philadelphia, Pennsylvania. Today, the press is one of the many forms of communication that disseminates information to the public about the state of affairs following a disaster. Communication among the various agencies and to the public can be a limitation or strength of disaster volunteerism depending upon its utilization.

Why people volunteer:

According to an article titled “Strategies for Managing Spontaneous Volunteers during Incident Response: A Systems Approach (Fernandez, L. et al., The Journal of the Naval Postgraduate School Center for Homeland Defense and Security, 2006),” predicting who will volunteer is difficult. There is no consistent evidence that gender, ethnicity, wealth, or community involvement affects disaster volunteerism; however, close proximity to the site and personal identification with the victims may increase volunteerism. The reason many people volunteer is to meet a perceived need.⁵ The severity of the incident also stimulates the willingness to volunteer. For example, polling data conducted by the Gallup Poll (2002) indicated that some 86% of Americans saw the September 11th New York World Trade Center attack as an act of war, and 87% of Americans thought it was the “most tragic event in their lifetime.”⁶ In the face of such a horrible event, volunteers arrived not just from elsewhere in the city, or New York State, or the very proximate Connecticut, Maryland, or New Jersey, but from across the United States.

In a message discussing the September 11 attacks, American Red Cross Leaders David T. McLaughlin, Chairman, and Marsha J. Evans, President and CEO, stated that, “More than 55,000 volunteers from all 50 states and offshore territories worked with us to aid those affected. An unprecedented number of Americans gave to the American Red Cross Liberty Disaster Fund, which now has receipts of more than \$1 billion. Tens of thousands of people gave blood – almost

³ Hall, Peter D. *Benjamin Franklin and the Origins of Secular Voluntarism*

⁴ Hall, Peter D. Review of *New Dictionary of the History of Ideas*

⁵ Fernandez, L., Barbera, J., and Van Dorp, J., in *Homeland Security Affairs*, October 2006.

⁶ Kendra and Wachtendorf, Rebel Food...Renegade Supplies: Convergence After the World Trade Center Attack, 2002.

a quarter of whom had never donated before.” Furthermore, the report states that within minutes the American Red Cross mobilized more than 6,000 trained disaster volunteers.⁷

This mass movement towards the area of disaster is what researchers call convergence. Researchers have long recognized convergence as a post-disaster phenomenon. Charles E. Fritz and J.H. Mathewson (*Convergence Behavior in Disasters; a Problem in Social Control*. National Academy of Sciences, National Research Council, 1957) define convergence as “movement or inclination and approach towards a particular point,” recognizing two variants of that phenomenon: “the notion of movement towards the disaster-struck area from the outside – external convergence – the movement towards specific points within a given disaster-related area or zone – internal convergence.” They note that convergence could be a “major hindrance to organized relief efforts,” though later researchers have also observed that volunteers can bring benefits as well as challenges.⁸ It is possible that the convergence that Fritz and Mathewson (1957) are discussing is that of spontaneous or unaffiliated volunteers. Spontaneous or unaffiliated volunteers are ordinary people who rush to help in a disaster or emergency situation, but who often lack the training and understanding of procedures to be fully effective in their roles. In many cases, untrained volunteers may come to a disaster site in numbers that overwhelm traditional disaster professionals. The term “unaffiliated” is in reference to fact that these volunteers are not registered with a recognized agency or organization.

What do disaster volunteers do:

When a disaster occurs, people in and near the disaster area may become involved in search and rescue, providing food, shelter, and comfort to survivors. Volunteers also participate in a wide variety of tasks, such as debris clearing; collecting food, supplies, and money; and offering medical and psychological aid, among other activities.⁹

Another way of answering the question, “what do volunteers do?” is to examine the work of volunteers as either professionals (e.g. doctors, nurses, etc.) or as ordinary citizens. Professionals such as doctors and nurses are likely to have been trained to varying degrees throughout their careers to handle the protocols, procedures, and people involved in disaster relief. In contrast, many ordinary citizens are not trained for emergencies and are unprepared for what to do when disaster strikes. And yet, according to many studies, in 95 percent of all emergencies, it is the either the victim or a bystander who provides the first, immediate assistance at the scene. Clearly it is beneficial for citizens to receive training in emergency prevention, preparedness, and

⁷ September 11, 2001: Unprecedented Events, Unprecedented Response: A Review of the American Red Cross' Response in the past Year, 2002

⁸ Kendra and Wachtendorf, *Rebel Food...Renegade Supplies: Convergence After the World Trade Center Attack*, 2002.

⁹ FEMA Higher Education Project, “Critical Issues in Disaster Science and Management, Chapter 3: Volunteers and Nonprofits in Disaster,” 2014

response and to maintain these skills to help others in critical situations without becoming victims themselves. Important training that might be included would be:

- First aid
- Cardio-pulmonary resuscitation (CPR)
- Fire safety
- Search and rescue procedures
- Community Emergency Response Teams (CERT) training
- Learning about the Incident Command System (ICS)¹⁰

FEMA's Citizen Corps is a nationwide grassroots movement to actively involve all Americans in making our communities and our nation safer, stronger, and better prepared for emergencies of all kinds. Citizen Corps was launched in January 2002 as part of President George W. Bush's USA Freedom Corps initiative to promote a culture of service, citizenship, and responsibility. Citizen Corps Councils are state, tribal, and local councils that bring together the professional expertise of emergency responders with the energy and spirit of volunteer programs, the private sector, and other community stakeholders. Council responsibilities include:

- (1) Educating the public on their personal responsibility to be better prepared and the important steps they should take right now,
- (2) Provide local training in first aid and emergency prevention, preparedness, and response capabilities, and
- (3) Implementing volunteer programs and activities that support local emergency responders, community safety initiatives, and disaster relief.¹¹

Citizen Corps has five "partner programs:"

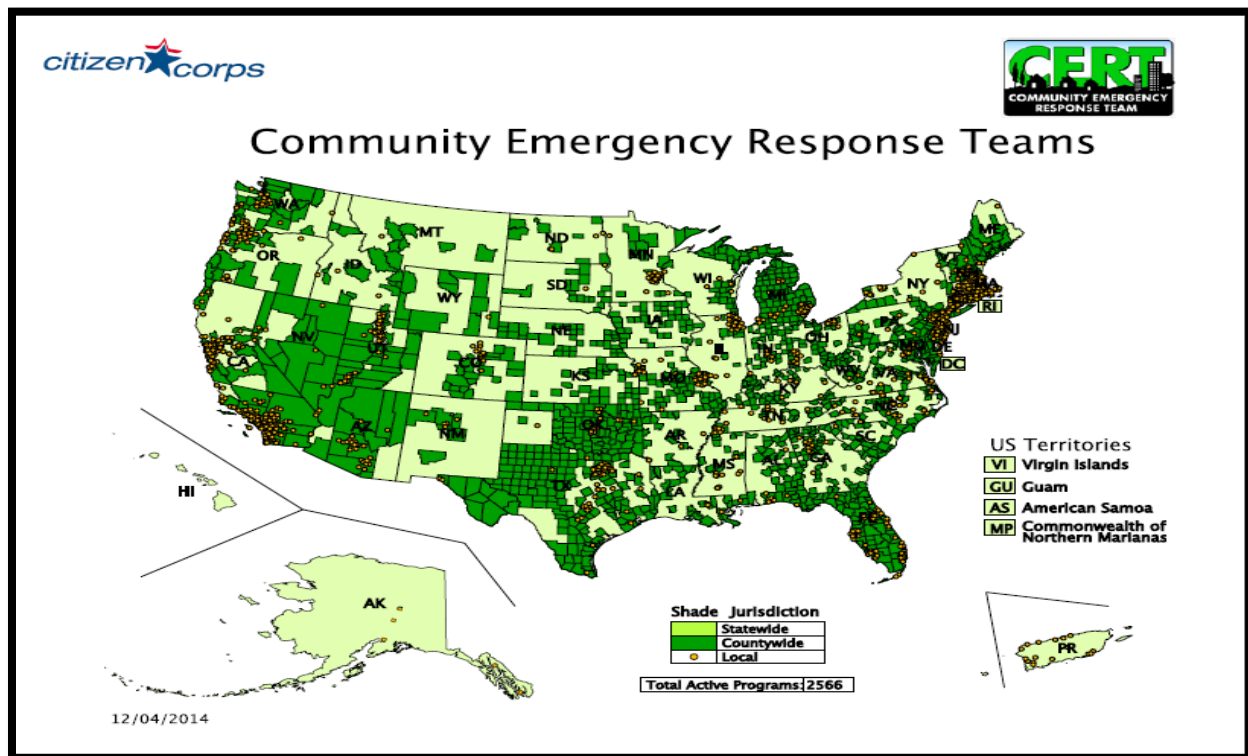
- (1) Community Emergency Response Team (CERT)
- (2) Fire Corps
- (3) Medical Reserve Corps (MRC)
- (4) Neighborhood Watch Program
- (5) Volunteers in Police Service (VIPS).

In examining Citizen Corps, this paper will focus on CERT and MRC, as these two are the most relevant to IIGR's research. CERT is primarily composed of civilians whereas MRC is composed of medical professional and some civilian volunteers.

¹⁰ <https://www.medicalreservecorps.gov/pageViewFldr/About>

¹¹ <http://www.fema.gov/community-emergency-response-teams/about-community-emergency-response-team>

Community Emergency Response Team (CERT)



Traditionally, local government responds to everyday emergencies using fire, police, emergency medical services, and other professional emergency services. But during a disaster, the number and scope of incidents can overwhelm these conventional emergency services. To help fill this need, CERT is an all-hazard program that trains ordinary people to help others in a disaster effectively and efficiently without placing themselves in unnecessary danger. According to the FEMA website, the CERT training:

“Educates people about disaster preparedness for hazards that may impact their area and trains them in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations. Using the training learned in the classroom and during exercises, CERT members can assist others in their neighborhood or workplace following an event when professional responders are not immediately available to help.



CERT Training. Source: FEMA.gov

CERT members also are encouraged to support emergency response agencies by taking a more active role in emergency preparedness projects in their community.”¹²

The idea to train CERT volunteers to assist emergency personnel during large disasters came when a group of Los Angeles City officials traveled to Japan in 1985 to study the country’s extensive earthquake preparedness plans. The group encountered a society that had taken extensive steps to train entire neighborhoods in one aspect of alleviating the potential devastation that would follow a major earthquake.

In September of that same year, a Los Angeles City investigation team was sent to Mexico City following an 8.1 Richter scale earthquake that occurred there. The earthquake killed more than 10,000 people and injured more than 30,000. Mexico City had no disaster training program for citizens prior to the earthquake. Large groups of volunteers organized themselves and were credited with more than 800 successful rescues; however, more than 100 of these untrained volunteers died during the 15-day rescue operation.¹³

The lesson learned from Mexico City strongly indicated that a plan to train volunteers to help themselves and others while protecting their own safety must be developed.

In 1986, the City of Los Angeles Fire Department developed a pilot program to train a group for this purpose. A concept developed involving multi-functional volunteer response teams. This first team of 30 people completed training in early 1986 and proved that the concept was viable through various drills, demonstrations, and exercises. Expansion of the program, however, was constrained due to limited City resources, until an event in 1987.¹⁴

That event was the Whittier Narrows earthquake that shook Los Angeles in 1987. It vividly underscored the area-wide threat of a major disaster in California. Further, it confirmed the need for training civilians to meet their immediate needs.¹⁵ The City of Los Angeles took an aggressive role in protecting the citizens of Los Angeles by creating the Disaster Preparedness Division within the Los Angeles City Fire Department. Their objectives included:

- Educate and train the public and government sectors in disaster preparedness research
- Evaluate and disseminate disaster information

¹² <https://www.fema.gov/community-emergency-response-teams>

¹³ History of CERT." *Vermont.gov Vermont Emergency Management*. The State of Vermont, 2014. Web. 13 Nov. 2014.

¹⁴ "History of CERT." *Vermont.gov Vermont Emergency Management*. The State of Vermont, 2014. Web. 13 Nov. 2014.

¹⁵ <http://www.fema.gov/community-emergency-response-teams/about-community-emergency-response-team>

- Develop, train, and maintain a network of Community Emergency Response Teams (CERTs)¹⁶

In 1993, FEMA decided to make the CERT concept and program available to communities nationwide. FEMA's Emergency Management Institute (EMI), in cooperation with the LAFD, expanded the CERT materials to make them applicable to all hazards.

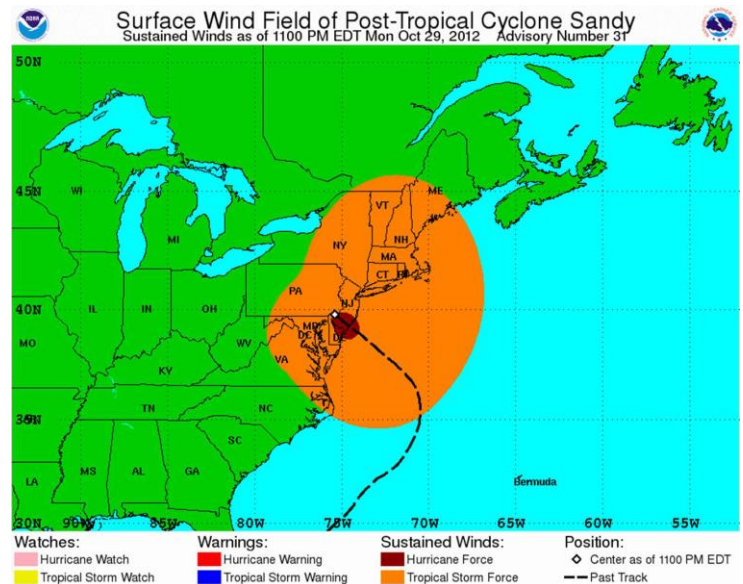


During the State of the Union Address in 2002, President George W. Bush called upon everyone in the United States to volunteer 4000 hours during the course of one's life. He spoke of the overwhelming volunteer spirit displayed on September 11th and in the months that followed. He

announced the creation of the USA Freedom Corps which included Citizen Corps. CERT later became a part of Citizen Corps.

By 2004, CERT had reached into all 50 states as well as 3 territories and 6 foreign countries.¹⁷

When Super Storm Sandy struck the east coast of the U.S. in October, 2012, millions of people were affected. Roads were flooded, houses were damaged or destroyed, and electric power was cut off. Property damage amounted to approximately \$65 billion. Two examples of CERT deployment in Sandy can be seen in New York City and in Arlington County, Virginia.



¹⁶ "History of CERT." *Vermont.gov Vermont Emergency Management*. The State of Vermont, 2014. Web. 13 Nov. 2014.

¹⁷ "History of CERT." *Vermont.gov Vermont Emergency Management*. The State of Vermont, 2014. Web. 13 Nov. 2014.

New York City

New York City has 54 CERT teams with more than 1,200 CERT members. Because of Super Storm Sandy more than 600 CERT members were deployed.

- **Before** the storm, the CERT volunteers helped spread warning to citizens.
- **During** the storm, CERT volunteers helped staff local disaster HQ and local shelters.
- **After** the storm, CERT volunteers
 - Gave out food and water and other disaster assistance supplies.
 - Cleared away storm debris.
 - Helped search for missing people.
 - Walked through neighborhoods to check on the condition of the residents.



CERT volunteers after Superstorm Sandy. Source: NYC.gov

Arlington County, Virginia

The county mobilized more than 100 CERT volunteers.

- **After** the storm, CERT volunteers,
 - Walked neighborhoods and assessed damage.
 - Marked hazards.
 - Reported hazards to disaster HQ.
- Within 4 hours the CERT volunteers were able to report on damage and hazards for 90% of the county.

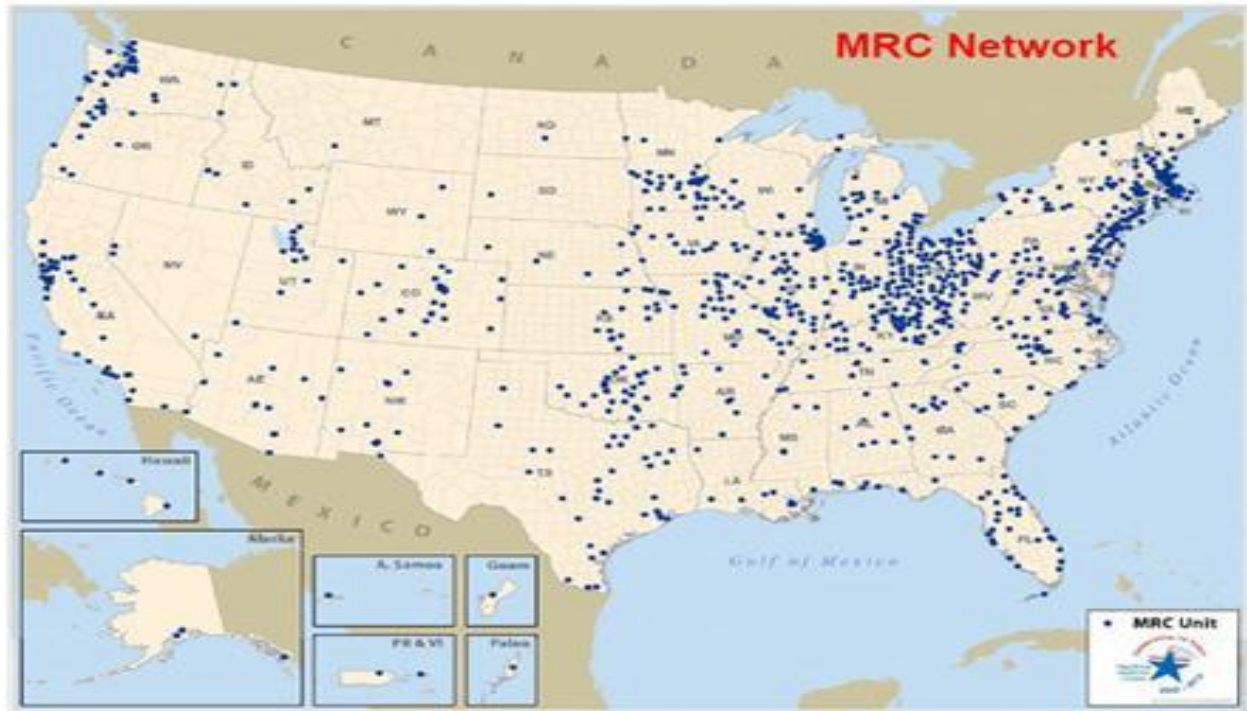
Medical Reserve Corps (MRC)

The Medical Reserve Corps (MRC) is a national network of local groups of volunteers, with a mission to engage the volunteers in activities that strengthen public health, emergency response and community resilience. MRC volunteers include medical and public health professionals, such as physicians, nurses, physician assistants, pharmacists, dentists, veterinarians, and epidemiologists. Many other community members also participate in the MRC in duties such as interpreters, chaplains, office workers, and legal advisors.¹⁸ As of June 30, 2014, there were 208,230 volunteers enrolled in 997 MRC units in 50 states, the District of Columbia, and U.S. Territories including Guam, the U.S. Virgin Islands, Palau, American Samoa, the

¹⁸ <https://www.medicalreservecorps.gov/pageViewFldr/About>

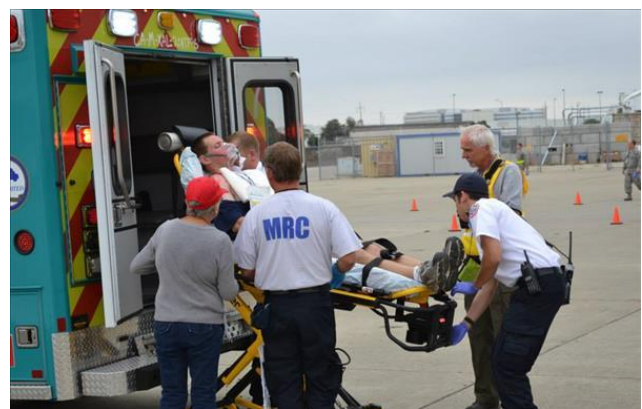
Commonwealth of the Northern Mariana Islands, the Federated States of Micronesia, and Puerto Rico.

The following map gives a snapshot of MRC scope, including the number and regional distribution of MRC units nationwide:



According to the June 30, 2014 report released by the Division of the Civilian Volunteers Medical Reserve Corps, notable community preparedness and training programs included:

- The Greater New Bedford MRC (Fairhaven, MA) conducted an emergency pet sheltering training that addressed how to assist pet owners with the safety and security of their pets during the emergency.
- The Warren County MRC (Oxford, NJ) was one of a number of New Jersey based MRC units that attended the train-the-trainer program for sheltering individuals with access and functional needs.
- The Wisconsin Disaster Medical Response Team MRC (Appleton, WI) held its spring quarterly hands-on training contributing 975 total hours. The training was based on a the



MRC training. Source: Medicalreservecorps.gov

scenario of a large scale storm striking the area and requiring the deployment of the Mobile Medical Care Facility.

- San Luis Valley MRC (Alamosa, CO) presented the “I’m not scared when I’m prepared” program at a local elementary school and provided take-home materials for parents and families.

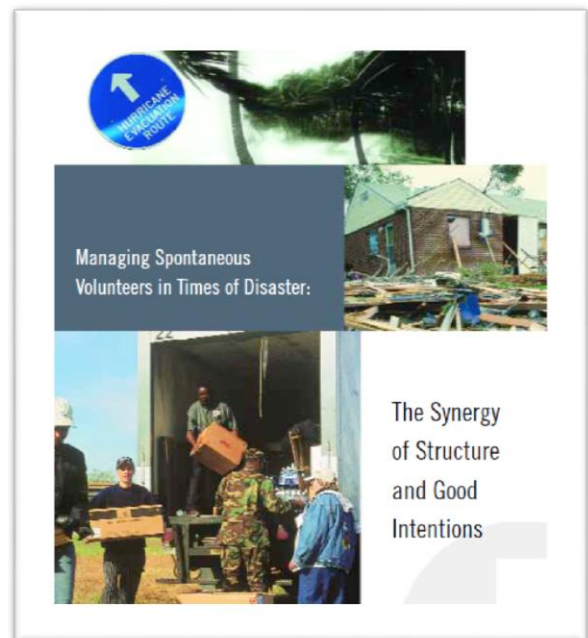
Emergency Response activities performed by several MRC units in during this same time period included:

- The Northeast North Carolina MRC (Elizabeth City, NC) provided tetanus shots to tornado victims and responders.
- The Snohomish County MRC (Everett, WA) responded to the SR-530 mudslide providing medical, mental health, and logistical services to support the Emergency Operations Center, Medical Examiner’s Office, Emergency Call Center, responders, and the Sauk-Suiattle Tribe. Seventy-eight volunteers donated a total of 1,778.5 hours to the event for an estimated economic impact of more than \$50,000 in cost savings due to the participation of volunteers.¹⁹

How can disaster volunteerism be supported and strengthened?

The events of September 11th dramatically illustrated the significance of unaffiliated volunteers, and the issue began receiving increased attention. The United Parcel Service (UPS) Foundation, the Points of Light Foundation & Volunteers Center National Network, the National Voluntary Organizations Active in Disasters (NVOAD), and FEMA convened the National Leadership Forum on Disaster Volunteerism (April 2002).²⁰

According to the findings of this forum as well as other studies, unaffiliated volunteers must somehow be integrated into the formal disaster planning process. In this way, unaffiliated volunteers can avoid obstacles that delay the delivery of services and they can instead fill gaps in the response milieu.



¹⁹ Medical Reserve Corps Quarterly Report Quarter 3, FY2014.

²⁰ Points of Light Foundation, “Managing Spontaneous Volunteers in Times of Disaster: The Synergy of Structure and Good Intentions.”

Historically, the most “successful” volunteers – those who negotiated access and got past gatekeepers – were those who were able to work with minimal supervision by official emergency workers. In other words, the incorporation of these volunteers into the response required little or no effort on the part of emergency managers, and the effort was counterbalanced by its benefits. Over time, officials wanted to control the influx of volunteers, but some volunteers were able to work within the official system or on its periphery, either by supplying skills of manifest utility or by serving a kind of “niche market” of needs and requiring little to no formal connection to the established system.²¹ Failure to integrate volunteer groups of various types was mentioned as being one of the biggest deficiencies in the response to Hurricane Katrina.²² It was argued that after Hurricane Katrina, faith-based and non-governmental organizations were not well incorporated into the disaster response. Official responders often do not know how to manage volunteers, which can lead to confusion, chaos, and ill will between community members and



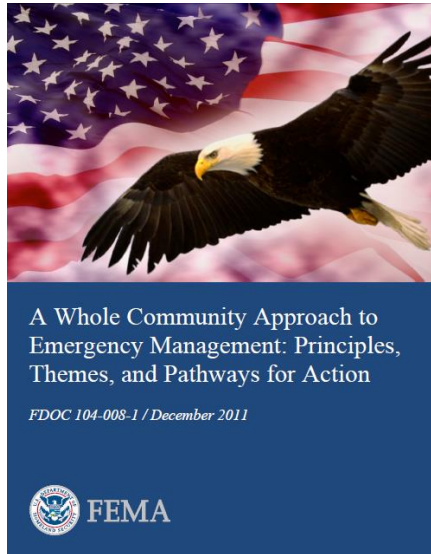
Middletown, N.J., Aug. 29, 2013 -- Gloves are laid out for United Way volunteers to use in the rebuilding of a Middletown home devastated by Hurricane Sandy as part of the recovery efforts following the storm. Rosanna Arias/FEMA - Location: Middletown, N.J.

official responders (L. Orloff, *Managing Spontaneous Community Volunteers in Disasters: A*

²¹ Kendra and Wachtendorf, *Rebel Food...Renegade Supplies: Convergence After the World Trade Center Attack*, 2002

²² Drabek, 2013 qtd. in FEMA Higher Education Project, “Critical Issues in Disaster Science and Management, Chapter 3: Volunteers and Nonprofits in Disaster,” 2014

Field Manual, 2011).²³ One suggestion on how to best incorporate nongovernmental and faith-based organizations into the disaster response is through forming relationships prior to a disaster occurring.



FEMA and other organizations have recently begun to focus on the concept of the “Whole Community” participating in emergency management. In times of resource and economic constraints, the pooling of efforts and resources across the whole community is a way to compensate for budgetary pressures, not only for government agencies but also for many private and nonprofit sector organizations. Steps taken to incorporate Whole Community concepts before an incident occurs will lighten the load during response and recovery efforts through the identification of partners with existing processes and resources who are available to be part of the emergency management team.

Whole Community Principles:

- a) Understand and meet the actual needs of the whole community.
- b) Engage and empower all parts of the community.
- c) Strengthen what works well in communities on a daily basis.²⁴

The Whole Community strategy seeks to ‘fit’ volunteers into the broader incident management system by “developing a system that is coordinated by the ‘formal’ responders and pre-trained volunteers that can integrate a large number of spontaneous volunteers” into the emergency management efforts.²⁵

²³ Orloff, L. qtd. in FEMA Higher Education Project, “Critical Issues in Disaster Science and Management, Chapter 3: Volunteers and Nonprofits in Disaster,” 2014

²⁴ FEMA, “A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action,” December 2011

²⁵ Fernandez, Lauren S., Joseph A. Barbera, and Johan R. Van Dorp. “Strategies for Managing Volunteers during Incident Response: A Systems Approach,” 2006.

U.S. Government Outreach to the Voluntary Sector in Disasters

The United States government views the involvement of the voluntary sector in disaster resilience and emergency management as being so important that employment positions for that purpose have been created. FEMA has a position titled Voluntary Agency Liaison/Coordinator in which an individual serves as liaison to private non-profit disaster relief organizations including but not limited to, faith and community-based organizations and state-level Voluntary Organizations Active in Disasters (VOAD). This individual's duties include:



Source: FEMA.gov

- Initiate and maintain close working relationships across FEMA Regional and headquarters program offices.
- Provide technical advice to FEMA Regional and Area Offices, other federal agencies, and State emergency management officials regarding the roles and responsibilities of all VOAD members and other voluntary organizations active in a disaster.
- Serve as the primary FEMA point of contact for voluntary organizations for the collection and dissemination of information concerning an emergency incident.²⁶

Valerie Lucas-McEwen, professor/lecturer at California State University, in her blog quoted FEMA Deputy Administrator, Richard Serino, as saying, “If we [the Federal Government] were doing this alone – no, we couldn’t” in regards to whether FEMA could handle the tornado disaster in Joplin, Missouri in May, 2011.

Mr. Serino was not attempting to be humble. The Federal government, including FEMA, cannot perform comprehensive disaster response and recovery operations in a vacuum. The “Whole Community” approach is the tangible manifestation of the government being a partner, and not the sole proprietor, of disaster management.

With programs like Whole Community, FEMA is providing more than just a checkbook or a phonebook. FEMA is acknowledging its deeper role as a facilitator, coordinator, and partner to states, tribes, communities, and the non-government sector.

FEMA is not the only organization present in times of disaster recovery and response. Organizations called Volunteer Organizations Active in Disasters (VOAD) are working alongside FEMA. In fact, the Director of FEMA, Craig Fugate, spoke at the National VOAD conference in May 2010 stating, “It’s the faith-based and non-profit groups that know their

²⁶ FEMA Voluntary Agency Liaison brochure, 2012.

communities best, and by strengthening the partnership between us, we can help keep people we serve safe.”

Ben Curran, the former voluntary agency coordinator at FEMA, listed several reasons why VOADs are important and helpful as a partner to the Federal disaster response/recovery.

- VOAD can be innovative, creative, flexible, and pro-active when government often cannot be.
- VOAD organizations are trusted in the community they serve, providing for year-round social needs, and as a result may be able to address problems more thoroughly than government can.
- VOAD diversity sets an example for FEMA
- State VOADs greatly assist FEMA in the early stages of a disaster operation with State introductions, contacts, networks, and historical experience.
- National VOAD provides key input into strategic planning development for FEMA, for example, the National Disaster Housing Strategy.²⁷

2. Case Studies in U.S.

In an effort to better understand disaster volunteerism, the author of the paper interviewed individuals directly involved in disaster volunteerism. The first individual was Dr. Meloyde B-Mickens, a member of Delta Sigma Theta Sorority, Inc. in the Eastern region. Dr. B-Mickens was formerly involved in law enforcement. She is a member of her sorority’s DELTA Emergency Management Team, and appointed member of the FEMA National Advisory Council. She is currently the Executive Director of the Facilities Department at Gallaudet University in Washington D.C., a world leading university that offers a liberal education and career training and development to deaf and hard of hearing students.

During the course of the interview, the author and Dr. B-Mickens discussed how disaster volunteerism was incorporated into the organizations (Delta Sigma Theta, Inc. and Gallaudet University) in which Dr. B-Mickens is involved.

After Super Storm Sandy damaged approximately sixty-five billion dollars worth of property nationwide, Delta Sigma Theta Sorority, Inc. decided to form Emergency Response Teams (ERT) in each region of the United States. The sorority saw an overwhelming need for emergency preparedness for their members and for the communities in which their members work and live.

The purpose of the DELTA Emergency Response Team (ERT), as the program became called, included the objectives:

²⁷ Jasper, Todd. “Disaster Myth Buster #2: Only the Gov’t Responds to Disasters.” January 2012.

- Increase awareness about emergency preparedness activities
- Provide effective and immediate communications strategies to facilitate and aid in preparedness and response
- Support local and regional emergency management agencies and distribute disaster related materials as directed or per request
- Provide resource support and guidance to sorority members and the communities impacted by natural or man-made disasters

The sorority partnered with regional FEMA offices to help provide more effective communication and strategies to their DELTA ERT program. The members of each ERT are members of the sorority who are all highly educated women who serve their communities in a variety of occupations such as law enforcement, academia, insurance, government and other professional occupations. The sorority has contacts in local police departments, fire departments, local emergency services, health care providers, public health departments, city/county health clinics, emergency management offices, and mobile applications (American Red Cross, Storm Shield, etc.).

Within Gallaudet University where Dr. B-Mickens is employed, a major challenge is that their emergency plan must include all the components of emergency management – readiness, response, and recovery—but must also be modified to be effective for students, faculty, and staff who have are deaf or hard of hearing. Whenever a severe storm warning is issued most individuals would have an adequate warning from the loud sirens. However, someone deaf or hard of hearing perhaps would be completely unaware of the severe storm warning. This offers a unique challenge for Gallaudet University. The alerts must be visual. Students and faculty receive emails and text messages to their cellular phone, pop-up computer alerts, lights blinking, and individual(s) signaling the alert.

The 2011 earthquake that rattled Washington D.C. tested the university's Crisis Committee. As Dr. B-Mickens describes, "People cannot hear and the earth is moving. Literally!" Panic and disorganization could have occurred at a rapid pace but the university was prepared. Visual alerts were sent out immediately, the Crisis Committee set up a command site in a parking lot, and had the campus assemble on the campus Hotchkiss football field. Close contacts with the local public health facilities, D.C. Police Department, and Department of Public Safety helped to quickly restore calm and order and ensure the safety of the students, faculty, and staff.

Dr. B-Mickens sees Emergency Management as continuing to grow and gain awareness. She thinks that each campus will eventually have an Emergency Management Director and team, it will become a field of study/major, and all businesses will have an Emergency Management Director as well. "Emergency Management will be in all aspects of life. Whether you are at work, church, or school, Emergency Management will be present."

3. International Volunteerism

Disasters have plagued mankind throughout history. Indeed, tales of floods and famines have been passed down for generations. In this modern age, the occurrence and cost of disasters is increasing. The United Nations reports a steady increase of disasters across the globe. The International Strategy for Disaster Reduction operates under the mandate to “enable all societies to become resilient to the effects of natural hazards and related technological and environmental disasters, in order to reduce human, economic, and social losses.”²⁸ The following are some examples of disasters that affect countries and continents across the globe.

- African nations face a vast variety of disasters. In 2003, twenty-eight disasters were declared in Africa by the United Nations. The continent is ravaged by floods, droughts, cyclones, earthquakes, and food security emergencies. Moreover, the AIDS epidemic is running rampant throughout many African nations. In 2014, the Ebola epidemic affected several nations as well.
- Europe and the Middle East have had to deal with terrorism as a rising source of disaster. Suicide bombers in England, Spain, and Israel have all forced emergency personnel to reevaluate their methods in mitigating and responding to terrorists.
- In Latin America, geological disasters are declared with some frequency. Mexico has had devastating earthquakes. Floods, droughts, and hurricanes also pose threats for countries in this area.²⁹

Some reports have revealed that undeveloped nations tend to focus their resources on issues apart from disaster preparedness, and only deal with a disaster after it hits.³⁰ While disasters strike the developing world with alarming regularity, they also ravage developed nations. However, while developed nations are impacted by fifteen percent of disasters, their death toll accounts for only 1.8 percent of the total deaths worldwide.³¹ During the period of 1994-2003, the countries that suffered the highest economic losses were the United States and Japan.³²

²⁸ UNISDR as qtd. in “Comparative Politics and Disaster: Assessing Substantive and Methodological Contributions,” 2005.

²⁹ McEntire, David A. and Sarah Mathis, “Comparative Politics and Disasters: Assessing Substantive and Methodological Contributions” 2007

³⁰ Aleskerov *et al.*, (2005) as qtd. in “Comparative Politics and Disasters: Assessing Substantive and Methodological Contributions” 2007, p. 256

³¹ United Nations as qtd. in “Comparative Politics and Disasters: Assessing Substantive and Methodological Contributions” 2004.

³² McEntire, David A. and Sarah Mathis, “Comparative Politics and Disasters: Assessing Substantive and Methodological Contributions” 2007

The wealth of developed nations allows them to allocate funds for mitigation and preparedness measures. Elaborate training systems are created to prepare disaster response teams in developed nations, for example, CERT in the United States. Higher levels of education and more advanced technology help these countries develop effective warning systems for the public.

In comparison to developed nations, developing nations often lack the education, funding, and equipment to reduce their vulnerability. Developing societies are vulnerable to other hazards because of their impoverished living conditions and weak warning systems. Building codes are rarely established or enforced in developing nations.³³

In this paper, the author has concentrated the focus of international disaster volunteerism on Japan because the author was interning at an organization with deep roots to Japan during the time she was researching the topic.

Disaster Volunteerism in Japan

The Cabinet Office of the Government of Japan (2007) reported that 21% of the world's earthquakes of magnitude 6 and over have occurred in Japan, although Japan's landmass is relatively small, comprising only 0.25% of the world total. The East Japan triple disaster occurred on March 11, 2011. It was a devastating disaster that caused approximately 20,000 deaths, hundreds of thousands of people evacuated, and billions of dollars in damages.³⁴ In addition, in 1995, 16 years prior to this disaster, another devastating earthquake, the Hanshin-Awaji Earthquake, occurred in southern-central Japan.³⁵ [P]rior to the Hanshin-Awaji earthquake, the probability that a massive earthquake would occur in the Hanshin-Awaji area was generally thought to be low. Therefore, the people of the Hanshin-Awaji area were not adequately prepared for the earthquake, resulting in devastating damage to the area.³⁶



Source: State.gov

³³ McEntire, David A. and Sarah Mathis, "Comparative Politics and Disasters: Assessing Substantive and Methodological Contributions" 2007.

³⁴ Sawada as qtd. in *Natural disasters and social capital formation: The impact of the Great Hanshin-Awaji earthquake* 2011, p. 46

³⁵ Yamamura, Eiji, 2013. *Natural disasters and social capital formation: The Impact of the Great Hanshin-Awaji earthquake*.

³⁶ Yamamura, Eiji, 2013. *Natural disasters and social capital formation: The Impact of the Great Hanshin-Awaji earthquake*.

Great Hanshin-Awaji (or Kobe) earthquake of 1995

Japan's earthquake scale ranges from level 1 (weak) to level 7 (devastation). Most of Kobe was categorized as level 7 in the Great Hanshin-Awaji earthquake.³⁷ In terms of city scale, according to the 1995 Population Census conducted by the Ministry of Land, Infrastructure and Transport, there are 11 Japanese "major cities" with a population of at least one million, and Kobe, Osaka, and Kyoto are all such major cities.³⁸ In the wake of the Great Hanshin-Awaji earthquake, many people, especially young people (generally students), arrived in Kobe to participate in volunteer activities. This was reportedly the first time in Japan that such a large number of people had come forward as volunteer workers. Therefore, 1995 is regarded by many as "the first year of the volunteer activity" in Japan. The earthquake resulted in Japanese residents acknowledging the importance of the role played by volunteer activities. This may be a reason why so many people without question joined the volunteer activities in response to the eastern Japan earthquake in 2011.³⁹



Earthquake damage in Kobe. Source: Kochi Prefecture

Many lessons about disaster volunteers were learned from the Great Hanshin-Awaji Earthquake. The first of these lessons was the need for a volunteer coordinating system. Following the Great Hanshin-Awaji Earthquake, the uncoordinated and massive inflow of volunteers caused major confusion. In order to avoid such confusion, a coordination system by the "disaster volunteer center" was created. The second lesson learned was that there was a need for a legal foundation to facilitate organized volunteer group activity. The experience of the Great Hanshin-Awaji Earthquake provided an impetus for the movement to authorize the legal status of NPOs. As a result, the "Law to Promote Specified Nonprofit Activities" (herein after referred to as the "NPO Law") was promulgated in 1998 (Sakamoto, 2012 p. 26).⁴⁰ The earthquake left an unmistakable legacy: a grass-roots activism that has established itself in a society accustomed to government initiatives in solving humanitarian problems.⁴¹

³⁷ Ministry of Land, Infrastructure, Transport and Tourism as qtd. in Natural disasters and participation in volunteer activities: A case study of the Great Hanshin-Awaji earthquake, 1996, p. 3

³⁸ Yamamura, Eiji, *Natural disasters and social capital formation: The Impact of the Great Hanshin-Awaji earthquake*. 2013.

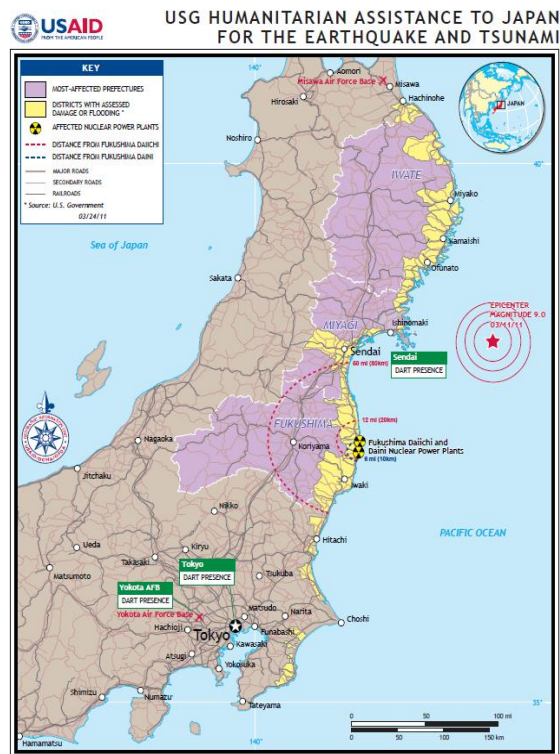
³⁹ Yamamura, Eiji. *Natural disasters and participation in volunteer activities: A case study of the Great Hanshin-Awaji earthquake*. 2012.

⁴⁰ Sakamoto, Mayumi. "The Rise of NGOs/NPOs in Emergency Relief in the Great East Japan Earthquake" 2012.

⁴¹ Kambayashi, Takehiko. "Volunteering in Japan: A legacy of Kobe earthquake" 2005.

The government's initial response was slow, and this later drew criticism. The earthquake caused a shift in the view of society, simply because the government also became a victim and many of its functions were paralyzed for about three months. What happened during this time was the emergence of volunteerism all over the earthquake disaster hit frontier (Tatsuki 2000, p. 191).⁴²

The March 2011 Triple Disaster



The triple catastrophe that hit the Tohoku region of Japan on March 11, 2011 affected hundreds of thousands of people, including approximately 20,000 dead, and left thousands missing.

Following the 9.0 magnitude earthquake, the tsunami devastated 280 miles of coastline, a distance further than from Boston to New York City. Over a million buildings were damaged or destroyed.⁴³

The extent of the disaster's damage, exacerbated by the Fukushima nuclear meltdown and Tohoku's pre-existing social problems (for example, loss of population to larger urban areas), made it very difficult for the government, social sector, and the international community to respond in a timely, efficient and effective manner. [C]omplaints about lack of leadership in the disaster response in Tohoku were heard. In some cases, the situation

was unavoidable as local officials and leaders perished causing a leadership vacuum in the local response. In Otsuchi town in Iwate Prefecture for instance, the mayor and 31 other officials were killed in the town hall when it was inundated by 15-meter-high (50 feet) waves. However, in other instances leadership was present but was seen to be not effective.⁴⁴

The national government established its National Disaster Management Headquarters in Tokyo and its on-site government headquarters at the Miyagi Prefectural government office on March 12. By the end of March, although almost three weeks had passed since the earthquake, there were still more than 73,000 persons living in evacuation shelters such as school buildings, gymnasiums, public halls, and so on (Sakamoto, 2012 p. 32).⁴⁵ The government did not have enough resources to adequately provide meals and other services to the evacuees every day.

⁴² Tatsuki, Shigeo. "The Kobe Earthquake and the Renaissance of Volunteerism in Japan" March 2000.

⁴³ Yeoh, Gillian. "Lessons Learned: The 2011 Disasters in Tohoku, Japan" 2012.

⁴⁴ Yeoh, Gillian. "Lessons Learned: The 2011 Disasters in Tohoku, Japan" 2012.

⁴⁵ Sakamoto, Mayumi. "The Rise of NGOs/NPOs in Emergency Relief in the Great East Japan Earthquake" 2012.

NGOs/NPOs wanted to fill that need; however, in many cases they were unaware of which evacuation shelters were in need or of exactly what was needed. It became evident that if all institutions coordinated with one another, the efficient and effective support that was needed could be better provided.

Volunteers' participation in the response was impeded by factors such as fear of radiation and lack of accessible roads to affected areas. Still, so many volunteers turned out that there were reports of volunteers being turned away, and reports also of the lack of proper volunteer coordination and leadership. Even in the most highly populated areas like Miyagi Prefecture, the reason for turning away volunteers appeared to be a lack of infrastructure to support the influx. Volunteer centers in Kesennuma and several other municipalities in Miyagi Prefecture decided before April 29, 2011 to suspend registration of new volunteers during Golden Week. Golden Week is a collection of four national holidays celebrated in a seven day period. A further eight municipalities in Miyagi Prefecture solicited volunteers on the morning of April 29, but filled their quotas by noon.⁴⁶



Volunteers help with cleanup after the March 11, 2011 Eastern Japan disaster. Photo by Tetsuo Nakahara, U.S. Army

The delay in establishing the volunteer centers affected the mobilization of individual volunteers at the beginning of the emergency relief. By the end of March, the centers started to recruit volunteers from other regions, and the number of volunteers gradually increased. The number of volunteers registered at disaster volunteer centers in the Miyagi Prefecture was 26,588 in March, 89,959 in April, and 91,459 in May. The number of volunteers reached its highest from April 29 – May 5 as this was the Golden Week. In total, 38,075 volunteers registered at disaster volunteer centers during this period. (Sakamoto, 2012 pp.28-29).⁴⁷ This high number is likely due to the fact that people would be more available to volunteer on national holidays.

In order to facilitate information exchange within NGOs/NPOs, it was necessary to have a nation-wide NGOs/NPOs network, and the Japan Civil Network (JCN) was created on March 30, 2011. It was the first time in Japan that NGOs/NPOs were officially networked on such a large scale. The network enabled NGOs/NPOs to share information about their activities, the local environment, and the difficulties they have faced. Another important contribution by

⁴⁶ Suzuki, Takeshi, Mari Fujisaki, and Takuya Asakura. "Quake-hit districts cannot cope with influx of volunteer" 30 April 2011.

⁴⁷ Sakamoto, Mayumi. "The Rise of NGOs/NPOs in Emergency Relief in the Great East Japan Earthquake" 2012.

NGOs/NPOs was the creation of a logistics support system. More than 40,000 volunteers joined volunteer activity through this network (Sakamoto, 2012 pp.30-32).⁴⁸

The extent of the tsunami's damage showed clearly that zoning and land use policies could not protect people from the 2011 tsunami. Breakwaters, tide embankments and other infrastructure designed to protect coastal communities did not account for a wave as high as the 3/11 waves and may have provided a false sense of security. Disaster preparedness and planning is applicable to all organizations and projects in Japan. But even though there is a government mandate for disaster planning, the neighborhood associations responsible for managing the disaster planning vary in power, resources, and actual role by locality.⁴⁹ Japan enacted the Disaster Countermeasures Basic Act in response to huge disaster damage in Ise-wan Typhoon in 1965. Since then, Japan's disaster management system has been reviewed whenever the country is stricken by such huge disasters. Likewise, in response to the Great East Japan Disaster in 2011, the revision of the Disaster Countermeasure Basic Act and Basic Disaster Measurement Plan has already been completed. As such, Japan has constantly been responding to emergency response, recovery, and rehabilitation, as well as disaster prevention and mitigation.⁵⁰

Japan's history, tax laws, culture, and social welfare state have made the country's nonprofit sector less robust, particularly in comparison to the United States and Britain. Japan's transition to a civil society was noted by Forbes author Stephen Harner in 2013. In the article, Harner observed that "[i]n many ways Japanese society and culture remain informed by mores of Japan's (pre-modern) Edo period (1603-1868) mura (village) society. Those mores include a deep sense of mutual responsibility within the community, the obligation to help others in the community and the obligation to volunteer in community projects." Harner's emphasis on "community" would seem to imply that, traditionally, Japanese people would feel it natural to assist those in their immediate community, but perhaps would be less likely to see themselves assisting people in more distant locales. Thus it is possible that as Japan has modernized, especially since WWII, there will be an increasing acceptance and understanding of volunteerism at a national level by the Japanese. Japan's recurring large scale natural disasters, often striking heavily populated regions, have been another boost for volunteerism." Furthermore, the national government has recently designated January 17th of each year as Disaster Reduction and Volunteer Day and January 15th to 21st of each year as Disaster Reduction and Volunteer Week.

In the response to the March 11 disaster, some youth and student organizations were unsure if their organization could maintain a sufficient movement from cities to disaster-struck areas. This uncertainty was due to many factors, but it had a lot to do in particular with prevailing institutional barriers to student volunteering Japan. One major issue herein is that Japanese

⁴⁸ Sakamoto, Mayumi. "The Rise of NGOs/NPOs in Emergency Relief in the Great East Japan Earthquake" 2012

⁴⁹ Yeoh, Gillian. "Lessons Learned: The 2011 Disasters in Tohoku, Japan" 2012.

⁵⁰ National progress report on the implementation of the Hyogo Framework for Action (2011-2013).

universities may be among the most significant barriers to hands-on student volunteering. Many universities quite explicitly told students, in the weeks that immediately followed March 11, that they should refrain from volunteering in the disaster zones. In the case of Ryukoku University, in the city of Kyoto, an official announcement on March 14th (3 days after the 3/11 disaster) from the administration told students not to volunteer as they may “cause more trouble than benefit to the victims.” [A]ll except six of Japan’s roughly 700 universities (as of May 2011) made the decision to not offer academic credit in exchange for volunteering participation (Harvard Asia Quarterly, Winter 2011 p.58).⁵¹

This attitude of student volunteerism in Japan is a stark contrast to the attitude of most universities and colleges in the United States. While not explicitly stated on some college applications, it is well-known in the U.S. that students are more likely to be accepted into a college if he/she has done volunteer work. In some cases high schools require the upperclassmen to complete a particular number of volunteer hours or a senior project that involves volunteer activity. Scholarships to colleges and universities are awarded for students’ participation in volunteer activities. In fact, the author was awarded a university scholarship heavily based upon her volunteer service throughout high school. (The author has continued to volunteer throughout college and was blood drive chair on her university’s Philanthropic Committee. Philanthropic Coordinator is an elected or appointed position in student government associations across the United States.) This type of college and university encouragement towards volunteerism is not seen widely in Japan, but may change in the future.

Case study – OGA for Aid

To gain more insight into the field of emergency management in Japan, the author utilized her internship organization’s extensive contacts in Japan to interview the Chief Executive Officer of O.G.A. for Aid, Angela Ortiz.

O.G.A. for Aid is an NGO (non-governmental organization) which is similar to the United States NPO. The organization was formed in the aftermath of the March 2011 earthquake and tsunami in the Tokohu region. The Ortiz Global Academy (O.G.A.) is a small international kindergarten in Aomori City that transformed to become a base of operations in sending food, water, supplies, and other forms of aid to the disaster area. The Ortiz family spent several months organizing aid with the help of long-time friend, Mr. Peter Watabe. In addition to delivering aid, O.G.A. for Aid developed a system of distribution which includes all survivors and residents of the affected area. According to Angela Ortiz, the organization’s main focus has been the economic revitalization of the area and creating a support system for the “disaster survivor”.

⁵¹ Toivonen, Tuukka, “Japanese Youth after the Triple Disaster: How Entrepreneurial Students are Overcoming Barriers to Volunteering and Changing Japan,” Winter 2011.

Furthermore, Angela Ortiz describes how there is no “platform” in Japan for the disaster survivor or volunteer. Nobody even seems to know what those terms mean. People look to the government for help, but no real answers can be found. Ms. Ortiz stresses the need for more innovation and collaboration among NGOs, the government (at all levels), and corporations. The parties are disconnected and immediate response is so important that time should not be wasted attempting to make relationships and connections with differing parties after the disaster has already occurred.

In Ms. Ortiz’s opinion, these issues should be addressed by forming relationships with the government, corporations, and other NGOs before a disaster occurs. Ms. Ortiz states that currently, “no one talks to each other. There is no focus on learning.” In that regard, O.G.A. for Aid’s CEO stresses how important it is to not forget past disasters and study those disasters, and not only for your country. Angela Ortiz discussed in her interview that she has studied the US’s Hurricane Katrina and Super Storm Sandy as well as the devastating hurricane that struck Haiti. When asked by the author where she sees emergency management going in the future, she responded that she hoped the government in Japan would play a larger role in all phases of the emergency management. For corporations and government agencies to have full-time positions, departments, and so forth that focus on disaster resilience is another desire of Ms. Ortiz. Lastly, corporations donating a percentage of revenue to innovative comprehensive research is another avenue that Ms. Ortiz wishes to see in the future.

Conclusion

In summary, there are both strengths and weaknesses in disaster volunteerism. Opportunities to strengthen disaster volunteerism exist, but so do factors that threaten to weaken such volunteerism.

Strengths:

1. Disaster volunteers can focus on a specific mission, can be responsive to whatever people need, are close to and familiar with the communities they serve, and have access to unique resources and capabilities that can be applied directly to the types of services needed.
2. Additionally, local residents and groups are in a unique position to best identify immediate needs, support initial preparations, supplement the official response efforts, and contribute to local decision-making.
3. Volunteers can provide cost-and-time saving services.
4. As previously mentioned, ordinary citizens are among the first responders immediately after a disaster. There are many cases (such as the 1985 Mexico City Earthquake) in which victims were pulled out of the collapsed buildings and rescued by bystanders and volunteers.

Weaknesses:

1. Lack of familiarity with organizational routines or operating procedures. Therefore, emergency management organizations may experience difficulties coordinating the volunteers' efforts with their own.
2. Lack of a standard method to deal with the influx of volunteers into a disaster site. Programs and procedures for skills assessment and credentialing volunteers need to be created.
3. No shared lexicon; a "finished" home in a disaster area could mean one thing to one organization or group and could mean something entirely different to another. This fosters an environment of duplication of efforts and increased usage of resources.
4. Lack of or connection to a recognized organization from which to gain legitimacy
5. Lack of skill assesment to match volunteer's relevant capabilities to the crisis

Opportunities:

1. Technology like social media to spread disaster-related information more quickly
2. Integration of volunteers into the formal disaster planning process
3. Implementation of a common language for Emergency Management – for example, the National Incident Management System, or NIMS
4. Adoption of internal disaster volunteer credentialing program such as that used by American Red Cross and Salvation Army and other disaster volunteer organizations
5. Standard method to deal with the influx of volunteers into a disaster site
6. Joining or forming relationships with government, faith-based, and/or nongovernmental organizations prior to a disaster occurring.

Threats:

1. Accelerating changes in demographics trends and technology
 - a. Population shifts into disaster-vulnerable areas such as coastal areas
 - b. Growing population of people with disabilities who will need assistance in a disaster
 - c. Growing senior population due to “Baby Boom” generation
 - d. Immigration of individuals who do not speak the local language
2. Potential of on-site injury or illness because of dangerous work or food poisoning (food left out could be unsanitary or could become accidentally or intentionally contaminated)

In summary, disaster volunteerism has been present in some form or another in the U. S. since the founding fathers first began shaping our nation. Since the time of Benjamin Franklin, the topic of disaster resilience and emergency management has expanded. Jobs, organizations, and agencies were created specifically designed to handle disasters and emergencies. The overall awareness of the community and society to the need for readiness and preparation in case of disasters has increased and the disaster recovery and volunteer system has advanced.



Medical Reserve Corps volunteers loading food for disaster survivors, photo by Medicalreservecorps.gov

Despite the advances we have seen, there are still many opportunities for improvements in the field of disaster volunteerism. The author believes that eventually emergency management will move from just a specialization or concentration in higher education to a Bachelor's degree. The author envisions that emergency management will become a required position in any university, business, and organization (i.e. church, government, NPO, etc.) and an understanding of public relations, public health, and management would be essential.

International cooperation is of extreme importance as well. Disasters do not care about country boundaries and lines; therefore, cooperation and communication is much needed.

References

- Barsky, Lauren E., and Jeremy A. Horan. "Chapter 3: Volunteers and Nonprofits in Disaster." *Critical Issues in Disaster Science and Management: A Dialogue Between Researchers and Practitioners*. Ed. Joseph E. Trainor and Tony Subbio. District of Columbia: FEMA Higher Education Project, 2014. N. pag. Print
- Drabek, Thomas E. (2013). *The Human Side of Disaster*. New York, NY: CRC Press.
- Fernandez, Lauren S., Joseph A. Barbera, and Johan R. Van Dorp. "Strategies for Managing Volunteers during Incident Response: A Systems Approach." *The Journal of the Naval Postgraduate School Center for Homeland Defense and Security* 2.3 (2006): n. pag. Web. 2 Sept. 2014.
- Fritz, C. and Mathewson, J. (1957). *Convergence Behavior in Disasters; a Problem in Social Control*. National Academy of Sciences, National Research Council.
- Hall, Peter D. "Benjamin Franklin and the Origins of Secular Voluntarism." *History of Philanthropy and Voluntarism in America* (2003): 1-28. Harvard Kennedy School, 2003. Web. 2 Oct. 2014.
- Hall, Peter D. "Volunteerism, U.S." In M.C. Horowitz (ed)., *New Dictionary of the History of Ideas* (New York, NY: Charles Scribners' Sons, 2004).
- Harner, Stephen. "Japan's Volunteer Society Will Enrich The 2020 Tokyo Olympics." *Forbes*. Forbes Magazine, 9 Sept. 2013. Web. 4 Sept. 2014.
- Imai, Motoko. "Volunteerism in America and Japan - Two Different Cultures & Promoting Volunteering." *Hearts & Minds*. Hearts & Minds Network, Inc., 21 Apr. 2006. Web. 9 Sept. 2014.
- Jasper, Todd. "Disaster Myth Buster # 2: Only the Gov't Responds to Disasters." *Toddjasper*. N.p., 12 Jan. 2012. Web. 04 Dec. 2014.
- Kambayashi, Takehiko. "World Volunteer Web: Volunteering in Japan: A Legacy of Kobe Earthquake." *World Volunteer Web: Volunteering in Japan: A Legacy of Kobe Earthquake*. Christian Science Monitor, 1 Feb. 2005. Web. 4 Sept. 2014.
- Kendra, James M., and Tricia Wachtendorf, 2002. *Rebel Food...Renegade Supplies: Convergence after the World Trade Center Attack*. Preliminary Paper 316, Disaster Research Center, University of Delaware, Newark, DE.
- McEntire, David A., and Sarah Mathis. *Comparative Politics and Disasters: Assessing Substantive and Methodological Contributions*. Working paper. Denton: U of North Texas, n.d. Print. 2007.
- Orloff, L. (2011). *Managing Spontaneous Community Volunteers in Disasters: A Field Manual*. Boca Raton, FL: CRC Press.
- Sakamoto, Mayumi. "The Rise of NGOs/NPOs in Emergency Relief in the Great East Japan Earthquake." *Japan Social Innovation Journal* 2.1 (2012): 26-35. Web. 18 Nov. 2014.

- Suzuki, Takeshi, Mari Fujisaki, and Takuya Asakura. "Quake-hit Districts Cannot Cope with Influx of Volunteers." *The Asahi Shimbun AJW*. The Asahi Shimbun Company, 30 Apr. 2011. Web. 9 Sept. 2014.
- Tatsuki, S. (March 2000) The Kobe Earthquake and the Renaissance of Volunteerism in Japan, *Dōshisha daigaku shakai gakubu kiyō (Bulletin of the Doshisha University Sociology Department)*, pp. 185-195.
- Toivonen, Tuukka. "Japanese Youth after the Triple Disaster: How Entrepreneurial Students Are Overcoming Barriers to Volunteering and Changing Japan." *Harvard Asia Quarterly* Winter XIII.4 (2011): 53-62. Web. 18 Sept. 2014.
- Yamamura, Eiji. *Natural Disasters and Participation in Volunteer Activities: A Case Study of the Great Hanshin-Awaji Earthquake*. Rep. no. 37734. Munich: Munich Personal RePEc Archive, 2012. Print.
- Yamamura, Eiji. *Natural Disasters and Social Capital Formation: The Impact of the Great Hanshin-Awaji Earthquake*. Rep. no. 44493. Munich: Munich Personal RePEc Archive, 2013. Print
- Yeoh, Gillian. "Lessons Learned: The 2011 Disasters in Tohoku, Japan - The Asian Philanthropy Advisory Network." *The Asian Philanthropy Advisory Network*. Give2Asia, Mar. 2012. Web. 22 Oct. 2014.
- Yokkaichi, Masatoshi. "National Progress Report on the Implementation of the Hyogo Framework for Action (2011-2013)." *HFA Monitor* (2013): n. pag. *Prevention Web*. Cabinet Office (Japan), 12 Apr. 2013. Web. 4 Dec. 2014.
- A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action*. Washington, D. C.: U.S. Department of Homeland Security, Federal Emergency Management Agency, 2011. *Federal Emergency Management Agency (FEMA)*. U.S. Department of Homeland Security, Dec. 2011. Web. 21 Oct. 2014.
- "About Community Emergency Response Team | FEMA.gov." *Community Emergency Response Team*. FEMA, 24 July 2014. Web. 21 Oct. 2014.
- "About the Medical Reserve Corps." *MRC*. Medical Reserve Corps, 11 Sept. 2011. Web. 21 Oct. 2014.
- FEMA. *Citizen Corps Councils Registration and Profile Data*. Rep. no. FY2011. N.p.: U.S. Department of Homeland Security, 2012. Print
- FEMA. *Voluntary Agency Liaison*. Washington, D.C.: FEMA, 2012. Print.
- "History of CERT." *Vermont.gov Vermont Emergency Management*. The State of Vermont, 2014. Web. 13 Nov. 2014.

Hockenos, Paul, ed. *State of the World's Volunteerism Report 2011*. Denmark: Phoenix Design Aid, 2011. *UN Volunteers*. United Nations Volunteers (UNV), 2011. Web. 8 Oct. 2014.

Managing Spontaneous Volunteers in Times of Disaster: The Synergy of Structure and Good Intentions. Washington, D.C.: Points of Light, n.d. *FEMA*. Points of Light Foundation, The UPS Foundation, and FEMA. Web. 21 Oct. 2014.

Quarterly Progress Report. Rep. no. FY2014 Quarter 3. N.p.: Medical Reserve Corps, 2014. Print.

September 11, 2001: Unprecedented Events, Unprecedented Response: A Review of the American Red Cross' Response in the past Year. Washington, D.C.: American Red Cross, 2002. *American Red Cross*. American Red Cross, Sept. 2002. Web. 3 Dec. 2014.

State of the World's Volunteerism. Rep. Ed. Paul Hockenos. Bonn: United Nations Volunteers, 2011. Print.