

## Unit Three

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# Roles and Services of Disaster Relief Voluntary Agencies

### INTRODUCTION

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

In this unit, you will learn about:

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

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

## THE EMERGENCY MANAGEMENT CYCLE

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

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



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

### Mitigation

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

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

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

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

### **Preparedness**

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

### **Response**

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



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

## ***Recovery***

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

## THE ROLES AND SERVICES OF VOLUNTARY AGENCIES

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

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

You will notice that some services described in the table occur during more than one phase of the emergency management cycle. For example, voluntary agencies may

conduct community education campaigns on how to reinforce homes to minimize earthquake damage during the mitigation phase. However, they may also educate school children on how to prepare for tornadoes during the preparedness phase.

Furthermore, many services provided by voluntary agencies begin during the response phase (e.g., counseling, rebuilding) and continue into long-term recovery.

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

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

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

*The Roles and Services of Voluntary Agencies*

Role/Service	Emergency Management Phase In Which Role/Service Occurs	NVOAD Member Agencies Who Provide Role/Service
<p><b>Advocacy:</b> Some voluntary agencies work on behalf of disaster victims (particularly those with special problems such as single parent families with limited resources, the disabled, and older persons) to obtain needed resources and services (e.g., home health care, legal services, transportation, translation services, meals on wheels). Voluntary agencies may also act as advocates for change by representing the needs of the community to local and State governments.</p>	<p>Mitigation Preparedness Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ The American Red Cross</li> <li>✓ Christian Disaster Response</li> <li>✓ Christian Reformed World Relief Committee</li> <li>✓ Church of the Brethren Disaster Response</li> <li>✓ Church World Service Disaster Response</li> <li>✓ Mennonite Disaster Services</li> <li>✓ National Organization for Victim Assistance</li> <li>✓ The Phoenix Society for Burn Survivors</li> <li>✓ The Salvation Army</li> <li>✓ United Methodist Committee on Relief</li> </ul>
<p><b>Bulk Distribution:</b> Some voluntary agencies purchase and distribute basic commodities in bulk that are not readily available at the time of need. These may include, but are not limited to, food, water, health and sanitary needs, baby and child care products, medicines, and bedding. These supplies usually cannot be purchased locally because stores and other merchandising outlets are closed due to the disaster.</p>	<p>Preparedness Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ Adventist Community Services</li> <li>✓ The American Red Cross</li> <li>✓ Friends Disaster Service</li> <li>✓ Lutheran Disaster Response</li> <li>✓ The Salvation Army</li> <li>✓ Volunteers Of America</li> <li>✓ World Vision</li> </ul>

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<p><b>Case Management:</b> Some voluntary agencies help individuals complete the documentation that is required for assistance and then assist in tracking that documentation through the Resource Coordination Committee process.</p>	<p>Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ The American Red Cross</li> <li>✓ Catholic Charities USA Disaster Response</li> <li>✓ Mennonite Disaster Services</li> <li>✓ The Salvation Army</li> <li>✓ United Methodist Committee on Relief</li> </ul>
<p><b>Child Care:</b> Some voluntary agencies establish and professionally staff temporary child care centers for victims of disaster as they deal with reorganizing their personal affairs.</p>	<p>Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ Church of the Brethren Disaster Response</li> <li>✓ Southern Baptist Disaster Relief</li> </ul>
<p><b>Clean-Up and Rebuilding:</b> Some voluntary agencies help individuals clean-up, repair, and rebuild their homes damaged by disaster. These voluntary agencies often work with private businesses to encourage the donation of needed building materials.</p>	<p>Mitigation Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ Christian Reformed World Relief Committee</li> <li>✓ Church of the Brethren Disaster Response</li> <li>✓ Friends Disaster Service</li> <li>✓ Lutheran Disaster Response</li> <li>✓ Mennonite Disaster Services</li> <li>✓ Nazarene Disaster Response</li> <li>✓ Presbyterian Disaster Assistance</li> <li>✓ Southern Baptist Disaster Relief</li> <li>✓ UJA Federations of North America</li> <li>✓ United Methodist Committee on Relief</li> </ul>

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<p><b><i>Community Disaster Education:</i></b> Some voluntary agencies are involved in community disaster education. For example, they distribute pamphlets and give presentations to community groups on how to prepare for disaster or they send speakers to talk with school children.</p>	<p>Mitigation Preparedness</p>	<ul style="list-style-type: none"> <li>✓ The American Red Cross</li> <li>✓ National Emergency Response Team</li> </ul>
<p><b><i>Community Outreach:</i></b> Some voluntary agencies contact individuals and organizations, such as local businesses and churches, to educate them about the local disaster relief operation, the existing damage, and possible ways they can support the relief effort.</p>	<p>Mitigation Preparedness Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ Adventist Community Services</li> <li>✓ The American Red Cross</li> <li>✓ Church World Service Disaster Response</li> <li>✓ Presbyterian Disaster Assistance</li> <li>✓ The Salvation Army</li> <li>✓ Second Harvest National Network of Food Banks</li> </ul>



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<p><b>Counseling:</b> Some voluntary agencies provide individual and family counseling and emotional support.</p>	<p>Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ Adventist Community Services</li> <li>✓ The American Red Cross</li> <li>✓ Ananda Marga Universal Relief Team</li> <li>✓ Catholic Charities USA Disaster Response</li> <li>✓ Church World Service Disaster Response</li> <li>✓ Lutheran Disaster Response</li> <li>✓ Mennonite Disaster Services</li> <li>✓ National Organization for Victim Assistance</li> <li>✓ The Phoenix Society for Burn Survivors</li> <li>✓ Presbyterian Disaster Assistance</li> <li>✓ Southern Baptist Disaster Relief</li> <li>✓ The Salvation Army</li> <li>✓ UJA Federations of North America</li> <li>✓ United Methodist Committee on Relief</li> <li>✓ Volunteers of America</li> </ul>
<p><b>Damage Assessment:</b> Some voluntary agencies physically review areas affected by disaster in order to assign a value that can be used to estimate resources required for rebuilding or reconstruction.</p>	<p>Response</p>	<ul style="list-style-type: none"> <li>✓ The American Red Cross</li> <li>✓ Christian Disaster Response</li> <li>✓ The Salvation Army</li> </ul>

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<p><b>Debris Removal:</b> Some voluntary agencies provide debris removal such as mucking out and cutting and clearing trees from entry ways.</p>	<p>Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ Church of the Brethren Disaster Response</li> <li>✓ Church World Service Disaster Response</li> <li>✓ Lutheran Disaster Response</li> <li>✓ Mennonite Disaster Services</li> <li>✓ Presbyterian Disaster Assistance</li> <li>✓ Southern Baptist Disaster Relief</li> <li>✓ United Methodist Committee on Relief</li> </ul>
<p><b>Disaster Planning:</b> Some voluntary agencies work with communities before disasters occur to help them take steps to minimize the effects of disaster and prepare themselves should disaster occur.</p>	<p>Mitigation Preparedness</p>	<ul style="list-style-type: none"> <li>✓ Adventist Community Services</li> <li>✓ The American Red Cross</li> <li>✓ Lutheran Disaster Response</li> <li>✓ Points of Light Foundation</li> <li>✓ The Salvation Army</li> <li>✓ United Methodist Committee on Relief</li> </ul>

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<p><b>Donations Management:</b> Many voluntary agencies have their own internal systems for donations management for both cash and in-kind donations. These systems address receiving, transporting, warehousing, and distributing donations during disasters. The voluntary agencies also work collaboratively with government agencies to address unsolicited donations.</p>	<p>Preparedness Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ Adventist Community Services</li> <li>✓ The American Red Cross</li> <li>✓ The Salvation Army</li> <li>✓ Second Harvest National Network of Food Banks</li> <li>✓ United Methodist Committee on Relief</li> <li>✓ World Vision</li> </ul>
<p><b>Elder Care:</b> Some voluntary agencies provide a variety of support services, such as transportation, advocacy, casework, counseling, and entertainment to the elderly population.</p>	<p>Preparedness Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ The American Red Cross</li> <li>✓ Catholic Charities USA Disaster Response</li> <li>✓ Christian Reformed World Relief Committee</li> <li>✓ Church World Service Disaster Response</li> <li>✓ Lutheran Disaster Response</li> <li>✓ The Salvation Army</li> <li>✓ United Methodist Committee on Relief</li> </ul>

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<p><b>Emergency Assistance:</b> Some voluntary agencies provide emergency assistance immediately following a disaster including food, clothing, shelter, cleaning supplies, comfort kits, first aid, and medical care.</p>	<p>Response</p>	<ul style="list-style-type: none"> <li>✓ Adventist Community Services</li> <li>✓ The American Red Cross</li> <li>✓ Catholic Charities USA Disaster Response</li> <li>✓ Christian Disaster Response</li> <li>✓ Friends Disaster Service</li> <li>✓ International Relief Friendship Foundation</li> <li>✓ Lutheran Disaster Response</li> <li>✓ National Emergency Response Team</li> <li>✓ Presbyterian Disaster Assistance</li> <li>✓ The Salvation Army</li> <li>✓ Second Harvest National Network of Food Banks</li> <li>✓ Southern Baptist Disaster Relief</li> <li>✓ United Methodist Committee on Relief</li> <li>✓ Volunteers of America</li> </ul>

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<p><b><i>Emergency Repairs:</i></b> Some voluntary agencies provide funds, staff, equipment, or tools to make emergency repairs to homes immediately following a disaster (e.g., placing tarps on roofs to avoid further damage to the home).</p>	<p>Response</p>	<ul style="list-style-type: none"> <li>✓ The American Red Cross</li> <li>✓ Christian Reformed World Relief Committee</li> <li>✓ Friends Disaster Service</li> <li>✓ Lutheran Disaster Response</li> <li>✓ Mennonite Disaster Services</li> <li>✓ Presbyterian Disaster Assistance</li> <li>✓ The Salvation Army</li> <li>✓ Southern Baptist Disaster Relief</li> <li>✓ United Methodist Committee on Relief</li> </ul>

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<p><b><i>Financial Assistance:</i></b> Some voluntary agencies provide financial assistance to local church councils including relief grants, financial aid, and long-term rehabilitation grants.</p>	<p>Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ Catholic Charities USA Disaster Response</li> <li>✓ Church World Service Disaster Response</li> <li>✓ The Episcopal Church Presiding Bishop's Fund for World Relief</li> <li>✓ Lutheran Disaster Response</li> <li>✓ Nazarene Disaster Response</li> <li>✓ Northwest Medical Teams International</li> <li>✓ Presbyterian Disaster Assistance</li> <li>✓ Southern Baptist Disaster Relief</li> <li>✓ UJA Federations of North America</li> <li>✓ United Methodist Committee on Relief</li> </ul>
<p><b><i>Financial Planning:</i></b> Some voluntary agencies help disaster victims locate personal financial records, review their current financial situation, and provide advice to help them recover from the financial effects of disaster.</p>	<p>Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ The American Red Cross</li> <li>✓ Catholic Charities USA Disaster Response</li> <li>✓ Lutheran Disaster Response</li> <li>✓ The Salvation Army</li> </ul>
<p><b><i>Funeral Services:</i></b> Some voluntary agencies work with local mortuaries and mortuary associations in arranging assistance for funeral services for families that have lost loved ones in a disaster.</p>	<p>Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ The American Red Cross</li> <li>✓ The Salvation Army</li> </ul>

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<p><b>Health Care:</b> Some voluntary agencies use trained volunteers to provide first aid and CPR to work in shelters and on disaster sites. They also identify local health care organizations that can provide assistance to disaster victims and relief workers.</p>	<p>Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ The American Red Cross</li> <li>✓ Ananda Marga Universal Relief Team</li> <li>✓ National Organization for Victim Assistance</li> <li>✓ Northwest Medical Teams International</li> <li>✓ The Salvation Army</li> </ul>
<p><b>Identification:</b> Some voluntary agencies help locate disaster victims and provide information to inquiring family and friends outside the impacted area.</p>	<p>Response</p>	<ul style="list-style-type: none"> <li>✓ The American Red Cross</li> <li>✓ The Salvation Army</li> </ul>

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<p><b>International Services:</b> Some voluntary agencies provide tracing services when individuals need to locate relatives outside of the United States in times of disaster. Voluntary agencies may also provide disaster relief assistance to foreign countries and coordinate assistance from foreign countries to the U.S. during disasters. For more information on international disaster relief, see <a href="http://www.interaction.org">www.interaction.org</a>.</p>	<p>Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ Adventist Community Services</li> <li>✓ The American Red Cross</li> <li>✓ Ananda Marga Universal Relief Team</li> <li>✓ Christian Disaster Response</li> <li>✓ Christian Reformed World Relief Committee</li> <li>✓ Church of the Brethren Disaster Response</li> <li>✓ Church World Service Disaster Response</li> <li>✓ The Episcopal Church Presiding Bishop's Fund for World Relief</li> <li>✓ International Association of Jewish Vocational Services</li> <li>✓ International Relief Friendship Foundation</li> <li>✓ Mennonite Disaster Services</li> <li>✓ Northwest Medical Teams International</li> <li>✓ Presbyterian Disaster Assistance</li> <li>✓ REACT International</li> <li>✓ The Salvation Army</li> <li>✓ Southern Baptist Disaster Relief</li> <li>✓ United Methodist Committee on Relief</li> <li>✓ World Vision</li> </ul>



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<p><b>Massage Therapy:</b> Some voluntary agencies arrange for relief workers to have massages by trained and licensed therapists to help reduce stress.</p>	<p>Response Recovery</p>	<p>✓ Ananda Marga Universal Relief Team</p>
<p><b>Mass Care:</b> Some voluntary agencies provide a variety of mass care activities. Some of these activities include:</p> <p>Identifying and setting up shelter facilities</p> <p>Staffing shelters with skilled staff including feeders, registrars, mental health workers, and health care providers</p> <p>Distributing food and other goods to the shelters</p> <p>Feeding disaster victims (either in the shelters or through mobile feeding units)</p> <p>Providing temporary shelter for disaster victims</p> <p>Providing housing for disaster relief workers</p> <p>Rendering first aid when necessary</p>	<p>Response Recovery</p>	<p>✓ The American Red Cross</p> <p>✓ Adventist Community Services</p> <p>✓ Ananda Marga Universal Relief Team</p> <p>✓ Catholic Charities USA Disaster Response</p> <p>✓ Christian Disaster Response</p> <p>✓ International Relief Friendship Foundation</p> <p>✓ Lutheran Disaster Response</p> <p>✓ National Emergency Response Team</p> <p>✓ Second Harvest National Network of Food Banks</p> <p>✓ The Salvation Army</p> <p>✓ Southern Baptist Disaster Relief</p> <p>✓ United Methodist Committee on Relief</p> <p>✓ Volunteers of America</p>

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<p><b>Mental Health Services:</b> Some voluntary agencies provide professional assistance to disaster victims and relief workers to alleviate mental stress and anguish caused either by the disaster or the disaster relief operation.</p>	<p>Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ The American Red Cross</li> <li>✓ Mennonite Disaster Services</li> <li>✓ National Organization for Victim Assistance</li> <li>✓ The Salvation Army</li> </ul>
<p><b>Mitigation Planning:</b> Mitigation planning is a relatively new role for voluntary agencies. More and more, voluntary agencies are becoming involved in the mitigation phase of emergency management by doing such as things as: rebuilding homes outside of flood zones, retrofitting buildings in earthquake prone areas, and educating families on mitigation measures in the home.</p>	<p>Mitigation</p>	<ul style="list-style-type: none"> <li>✓ The American Red Cross</li> <li>✓ Presbyterian Disaster Assistance</li> <li>✓ Southern Baptist Disaster Relief</li> <li>✓ United Methodist Committee on Relief</li> </ul>
<p><b>Mobile Feeding:</b> Where needed, some voluntary agencies use mobile feeding units to serve hot meals to disaster victims and relief personnel on site.</p>	<p>Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ The American Red Cross</li> <li>✓ The Salvation Army</li> <li>✓ Southern Baptist Disaster Relief</li> </ul>
<p><b>Organizational Mentoring:</b> Some voluntary agencies work with local agencies, community-based organizations, and non-government organizations that lack disaster experience to help them develop their abilities and respond effectively to the needs of disaster victims.</p>	<p>Mitigation Preparedness Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ The American Red Cross</li> <li>✓ Christian Reformed World Relief Committee</li> <li>✓ The Phoenix Society for Burn Survivors</li> <li>✓ The Salvation Army</li> <li>✓ United Methodist Committee on Relief</li> </ul>

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<p><b>Pastoral Care:</b> Many faith-based voluntary agencies provide spiritual counseling from clergy. People with serious personal problems are almost twice as likely to seek assistance from clergy than other counselors. Spiritual problems such as lack of faith and discouragement are addressed through active listening and a supporting presence that communicates care and understanding.</p>	<p>Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ Adventist Community Services</li> <li>✓ Catholic Charities USA Disaster Response</li> <li>✓ Church of the Brethren Disaster Response</li> <li>✓ Church World Service Disaster Response</li> <li>✓ Lutheran Disaster Response</li> <li>✓ Presbyterian Disaster Assistance</li> <li>✓ The Salvation Army</li> <li>✓ Southern Baptist Disaster Relief</li> <li>✓ United Methodist Committee on Relief</li> </ul>
<p><b>Pet Care:</b> Some voluntary agencies focus on the care of animals during disaster including rescue, sheltering, and grieving services for people who have lost pets. They may also provide resources for different types of animal food.</p>	<p>Preparedness Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ American Humane Association</li> <li>✓ American Kennel Club</li> <li>✓ Canine Search and Rescue</li> <li>✓ Humane Society of the U.S.</li> <li>✓ United Animal Nations</li> <li>✓ Veterinary Medical Assistance Teams</li> </ul> <p>(Not NVOAD member agencies)</p>
<p><b>Radio Communication Services:</b> Some voluntary agencies have licensed radio amateurs to provide emergency radio communication to fellow agencies and local government personnel who are responding to the disaster.</p>	<p>Preparedness Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ The American Red Cross</li> <li>✓ American Radio Relay League</li> <li>✓ REACT International</li> </ul>

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<p><b>Relocation Services:</b> Some voluntary agencies help move individuals and families from damaged areas to shelters and other temporary or permanent housing facilities.</p>	<p>Response Recovery</p>	<p>✓ The Salvation Army</p>
<p><b>Resource Coordination:</b> Before, during, and after an emergency or disaster, voluntary agencies exchange information on the acquisition and use of personnel and materials resources. This information helps provide for the effective and efficient allocation of resources and helps reduce duplication of services.</p>	<p>Mitigation Preparedness Response Recovery</p>	<p>✓ The American Red Cross ✓ Adventist Community Services ✓ The Salvation Army ✓ United Methodist Committee on Relief</p>
<p><b>Sanitation Services:</b> Some voluntary agencies provide portable toilets, shower units, clean-up kits, comfort kits, or personal hygiene kits to disaster victims.</p>	<p>Response Recovery</p>	<p>✓ The American Red Cross ✓ Church World Service Disaster Response ✓ The Salvation Army</p>
<p><b>Special Needs:</b> Some voluntary agencies assist in identifying populations that have special needs and then meeting those needs (e.g., the elderly, disabled, or orphaned; a particular religious group with special dietary needs).</p>	<p>Mitigation Preparedness Response Recovery</p>	<p>✓ All NVOAD Member Agencies</p>
<p><b>Technical Assistance:</b> Some voluntary agencies provide telecommunications and management information systems support to the emergency management community.</p>	<p>Preparedness Response Recovery</p>	<p>✓ Volunteers in Technical Assistance</p>

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<p><b>Training:</b> Some voluntary agencies train community-based volunteers in major response and recovery activities and provide job skills training to disaster-affected individuals</p>	<p>Preparedness Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ The American Red Cross</li> <li>✓ Church of the Brethren Disaster Response</li> <li>✓ Church World Service Disaster Response</li> <li>✓ International Association of Jewish Vocational Services</li> <li>✓ The Salvation Army</li> <li>✓ United Methodist Committee on Relief</li> <li>✓ World Vision</li> </ul>
<p><b>Translation Services:</b> Some voluntary agencies provide linguists for the purposes of transcribing documents and communicating with disaster victims.</p>	<p>Preparedness Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ All NVOAD Member Agencies</li> <li>✓ Second Harvest National Network of Food Banks</li> </ul>
<p><b>Transportation Services:</b> Some voluntary agencies provide transportation services for disaster victims, particularly individuals with special needs such as the elderly and the physically disabled. Some of these voluntary agencies may also use their transportation means to bring donated goods from outside the disaster area to areas in need.</p>	<p>Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ The American Red Cross</li> <li>✓ The Salvation Army</li> <li>✓ Volunteers of America</li> </ul>

***The Roles and Services of Voluntary Agencies***

<b>Role/Service</b>	<b>Emergency Management Phase In Which Role/Service Occurs</b>	<b>NVOAD Member Agencies Who Provide Role/Service</b>
<p><b>Volunteer Assistance:</b> Some voluntary agencies provide trained volunteers to support response and recovery activities and coordinate spontaneous, unaffiliated volunteers.</p>	<p>Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ International Relief Friendship Foundation</li> <li>✓ Northwest Medical Teams International</li> <li>✓ Presbyterian Disaster Assistance</li> <li>✓ Points of Light Foundation</li> <li>✓ The Salvation Army</li> <li>✓ United Methodist Committee on Relief</li> <li>✓ United States Service Command</li> </ul>
<p><b>Volunteer Services:</b> Voluntary agencies provide many services to their volunteers, some of which include:</p> <ul style="list-style-type: none"> <li>Recruiting and training volunteers</li> <li>Matching volunteers' skills to the needs of individuals and the community</li> <li>Providing housing and meals to volunteers</li> <li>Counseling volunteers to help relieve the stress of disaster operations</li> <li>Placing spontaneous volunteers within their organizational structures</li> </ul>	<p>Mitigation Preparedness Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ All NVOAD Member Agencies</li> </ul>

***The Roles and Services of Voluntary Agencies***

Role/Service	Emergency Management Phase In Which Role/Service Occurs	NVOAD Member Agencies Who Provide Role/Service
<p><b><i>Warehousing:</i></b> Some voluntary agencies locate and set up central locations for storing and organizing donated goods including food, clothing, medical supplies, etc.</p>	<p>Preparedness Response Recovery</p>	<ul style="list-style-type: none"> <li>✓ Adventist Community Services</li> <li>✓ Christian Disaster Response</li> <li>✓ The Salvation Army</li> <li>✓ Second Harvest National Network of Food Banks</li> <li>✓ Society of St. Vincent De Paul</li> <li>✓ United Methodist Committee on Relief</li> </ul>

## ***Case Studies of Different Roles and Services***

### ***Advocating for Stricter Building Codes***

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

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

### ***The Cooperative Disaster Child Care Program***

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

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



### ***Case Studies of Different Roles and Services (Continued)***

#### ***Managing Donations in Louisiana***

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

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

#### ***Protecting Financial Documents***

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

## THE PRIMARY MISSION OF EACH NVOAD MEMBER AGENCY

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

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

### ***Adventist Community Services (ACS)***

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

### ***American Radio Relay League (ARRL)***

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



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

### ***The American Red Cross***

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



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

### ***Ananda Marga Universal Relief Team (AMURT)***

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

### ***Catholic Charities USA Disaster Response***

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

### ***Christian Disaster Response (CDR)***

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

### ***Christian Reformed World Relief Committee (CRWRC)***

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



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

### ***Church of the Brethren Disaster Response***

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

### **Church World Service (CWS) Disaster Response**

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



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

### **The Episcopal Church Presiding Bishop's Fund for World Relief**

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

### **Friends Disaster Service (FDS)**

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



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

### ***International Association of Jewish Vocational Services (IAJVS)***

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

### ***International Relief Friendship Foundation (IRFF)***

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

### ***Lutheran Disaster Response (LDR)***

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



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

### ***Mennonite Disaster Services (MDS)***

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



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

### ***National Emergency Response Team (NERT)***

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

### ***National Organization for Victim Assistance (NOVA)***

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

### ***Nazarene Disaster Response (NDR)***

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

### ***Northwest Medical Teams International***

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

### ***The Phoenix Society for Burn Survivors***

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

### ***Points of Light Foundation***

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

### ***Presbyterian Disaster Assistance (PDA)***

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



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

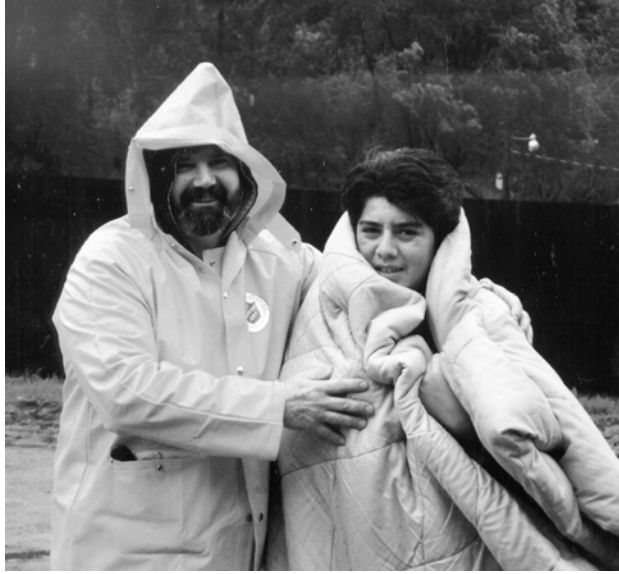
### ***REACT International***

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



### ***The Salvation Army***

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



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

### ***Second Harvest National Network of Food Banks***

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

### ***Society of St. Vincent De Paul***

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

### ***Southern Baptist Disaster Relief***

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

### ***UJA Federations of North America***

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

### ***United Methodist Committee on Relief (UMCOR)***

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

### ***United States Service Command***

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

### ***Volunteers in Technical Assistance (VITA)***

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

### ***Volunteers of America (VOA)***

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

### ***World Vision***

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

## SUMMARY

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

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

## CHECK YOUR MEMORY

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

1. The rebuilding of buildings, roads, and bridges, and activities to reestablish businesses occur during which phase of the emergency management cycle?
  - a. Recovery
  - b. Preparation
  - c. Response
  - d. Mitigation
  
2. Representatives from a voluntary agency appeal to local officials to have a nursing home moved from a flood-proned area. This is an example of which service?
  - a. Counseling
  - b. Identification
  - c. Advocacy
  - d. Emergency assistance
  
3. Which voluntary agency would be most likely to provide mass care services?
  - a. The American Red Cross
  - b. Church of the Brethren Disaster Response
  - c. Lutheran Disaster Response
  - d. Second Harvest National Network of Food Banks
  
4. Which voluntary agency would provide clean-up and rebuilding assistance following a disaster?
  - a. Friends Disaster Service
  - b. Lutheran Disaster Response
  - c. Mennonite Disaster Services
  - d. All of the above
  
5. Which voluntary agency would be most likely to provide childcare?
  - a. Church World Service Disaster Response
  - b. Church of the Brethren Disaster Response
  - c. REACT International
  - d. Catholic Charities USA Disaster Response