Leading Community Risk Reduction

Community Emergency Response Team Concept
Within the Glenview Fire Department

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CERTIFICATION STATEMENT

I hereby certify that this paper constitutes my own product, that where the language of others is set forth, quotation marks so indicate, and that appropriate credit is given where I have used the language, ideas, expressions, or writings of another.

Signed: ________________________________
ABSTRACT

Glenview Fire Department (GFD) does not have a Community Emergency Response Team (CERT) to respond to a disaster, creating vulnerability. The research purpose was to describe GFD disaster preparedness, components of CERT, and their benefits to the community. Using descriptive research, methods to prepare residents to respond to disasters while managing volunteers was discussed. Research questions included: What did GFD offer for community disaster preparedness?, What were some CERT components?, What were benefits to establishing a CERT program?, and What were some methods used to manage volunteers? Procedures were a literature review and telephone interviews. Results demonstrated the need for disaster preparedness, and utilizing volunteers. Recommendations were formulated to improve disaster preparedness, implement a CERT program and utilize volunteers.
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INTRODUCTION

The problem is that the Glenview Fire Department (GFD) does not currently have a Community Emergency Response Team (CERT) to respond to a disaster, creating vulnerability for the community. Furthermore, the initiation of a CERT program in the Village of Glenview is a component of the 2006-2007 GFD Business plan (Appendix A). Since the GFD has not implemented a CERT program as specified in the 2006-2007 Business Plan, the department does not comply with mandatory village requirements (Appendix A).

The purpose of this applied research paper is to identify and describe what GFD currently utilizes for community preparedness, to describe some components of CERT programs and how various components may benefit the community. From this research, the author intends to identify some of the methods GFD could use to better prepare residents to respond to all hazards disasters while incorporating methods to manage spontaneous volunteers.

This applied research project uses the following questions as a guide: a) What does the GFD currently offer the community for disaster preparedness education?, b) What are some of the components to a CERT program?, c) What are some of the benefits to the community to establishing a CERT program?, and d) What are some methods used by CERT organizations to manage spontaneous volunteers?

Through descriptive research and literature review, the author intends to identify opportunities that GFD could utilize to better prepare residents to respond to all hazards disasters limiting vulnerability, reducing community risk, and meeting compliance needs specified in the Business Plans of GFD.
BACKGROUND AND SIGNIFICANCE

The Village of Glenview, Illinois has a population of 65,000 and is a thriving and growing community located seven miles from Lake Michigan and fifteen miles north of Chicago (Village of Glenview, n.d.b). The Glenview Fire Department (GFD) has four divisions (Administration, Operations, Prevention and Communications), with an annual operating budget of $12 million in 2007. The GFD is a full service fire department and maintains a full-time professional staff of 110 personnel consisting of eighty-four sworn full-time career firefighter/paramedics. The department also provides emergency services for the surrounding communities of the Village of Golf, Glenbrook Fire Protection District, and portions of unincorporated Cook County for a total response area of 21.5 square miles. GFD currently staffs five fire stations, with a fire insurance rating of 3 from the Fire Insurance Services Office (ISO) of Illinois (Village of Glenview, n.d.b). In 2006, the GFD responded to 7,200 calls. GFD maintains a minimum response or daily staffing of the following equipment: three ALS transport ambulances, four ALS Assist Engines, one ALS Assist Truck and one Battalion Chief. There are three shifts working a 24/48 hour schedule. Each shift maintains a minimum staffing of twenty-two personnel and a maximum of twenty-seven personnel. The department is comprised of one Fire Chief, two Deputy Chiefs, three Battalion Chiefs, three Captains, twelve Lieutenants, and sixty-three firefighters/paramedics (Village of Glenview, n.d.b).

In 2006, the Village of Glenview adopted a village-wide Business Plan. The GFD, in maintaining compliance with the village mandate, has implemented a departmental Business Plan. A key element of focus identified in the 2006-2007 GFD Business Plan is to analyze the ability of the GFD to respond to all hazards incidents. The specific objective identified is to “research the possibility of creating a Community Emergency Response Team” (Appendix A, p.
This objective was further refined in the 2007-2008 Business Plan as a method to “improve preparedness for a coordinated response to disasters” (Appendix A, p. 31). A vital strategy in the department’s ability to meet this objective is to evaluate the current community preparedness plan and identify opportunities, methods, resources, and propose solutions to enhance the preparedness of the residents of Glenview. To succeed, a Community Emergency Response Team (CERT) is the key element for disaster preparedness and response for the community and stakeholder groups.

The GFD has not yet fully prepared the community to be self-sufficient and assist others in time of need. During a time of need “… essential services will be over taxed and shortly become deficient” (National Blueprint, 2007, p. iii) from the lack of preparation for the community.

Consider the significance of community preparedness from two incidents of natural disasters: hurricane Katrina and recent California earthquakes. A fundamental failure of Katrina was the lack of disaster preparedness. Mitch Handrich, a manager at Louisiana's largest public hospital described the area to the Associated Press, "It's like being in a Third World country" (Cable Network News [CNN], 2005, ¶ 27). Earthquakes, similarly, shake the California coast regularly; the U.S. Geological Survey reported nine have struck during January of 2007 (U.S. Geological Survey, 2007). In January, the earthquakes caused communities to sustain damage, yet little communication of the handling of the situation was nationally broadcast.

How can one event create such a public response to the disaster management while another goes virtually unnoticed? The California communities hit by the earthquakes are prepared, know how to respond, where to go and have local community resources in place with a
system to reach out to the next community for assistance when local resources are overwhelmed (Citizens Corps, 2002).

The Village of Glenview has not complied with its plan to develop a system or process to educate the community and prepare the residents it serves. Large-scale, unforeseeable events, such as 9-11, that have gained national media attention offer a particularly critical situation of disaster management. During 9-11, volunteers appeared from all over the nation. The challenge for New York was to provide a system to channel the flood of volunteer assistance (CNN, 2007).

In 2007, the Glenview Fire Department (GFD) has no formal community involvement strategy. Although the community of Glenview is susceptible to various forms regional and local disasters, weather related emergencies are historically considered of higher frequency (National Weather Service, 2005). GFD has no plan for community involvement during weather related emergencies characteristic of Glenview, such as heavy snow, tornadoes, and floods. A lack of planning creates a serious problem for proper and effective deployment of the limited resources due to a lack of community preparation and participation. GFD is adequately equipped to handle routine events limited to a single day. The GFD defines major emergencies as those exceeding the day-to-day capabilities of the local agency, lasting for extended periods, and often requiring the assistance of regional, and in some cases, state and federal resources with staffing, equipment or funding (Village of Glenview, n.d.b). For a single incident, GFD is self-sufficient. There are effective protocols that enable fire agencies in the region to staff for routine events. In the GFD area, automatic and mutual aid resources are available to assist during incidents that are of a scale and magnitude that demands additional or specialized resources. Depending on the magnitude, in 2007, Glenview is prepared to handle three to five concurrent events with the assistance of auto-aid partners without heavily relying on mutual aid or outside community
assistance. Beyond this threshold, Glenview relies heavily on the Mutual Aid Box Alarm System (MABAS). Locally, this concept is illustrated when Glenview Dispatch has completely exhausted identifiable resources to utilize. Glenview local dispatchers use the Computer Aided Dispatch (CAD) system consisting of three to five response choices per event (Appendix B). When Glenview dispatchers have depleted the options in the CAD System MABAS is activated. MABAS dispatchers are equipped with more depth and extensive options in the implementation of MABAS (Appendix C). However, the limiting result might be that Glenview residents will experience a significant delay in emergency response.

However, in a regional disaster scenario, such as a heavy snow, tornado and flooding, automatic and mutual aid resources will essentially be unavailable due to the widespread damage in the surrounding communities. In a regional disaster situation, agency resources and personnel must manage emergency events within the community until mutual aid arrives from areas outside the stricken zone. This scenario dictates that local resources classify and prioritize emergency events in a systematic manner, utilizing contemporary damage assessment strategies. In 2007, GFD does not have an all hazards systematic plan to assess and triage the community in response to a regional emergency. It also lacks a plan to utilize spontaneous volunteers. An inefficient allocation of resources could result in greater damage or loss of life as additional significant emergencies could remain unassisted for extended periods. A narrow window of opportunity exists to formulate appropriate strategies or incident action plans in an effort to avoid some of the problems that have manifested in recent tragedies.

Under the 2007 Operational Plan, the GFD provides the community with essential services but has fallen short in disaster preparedness. The Glenview residents expect to dial 911 and receive help within less than 6 minutes (Illinois Department of Public Health [IDPH], 1997). Due
to this lack of disaster preparedness, this expectation might not be met during a local or regional disaster (Citizens Corps, 2002).

The intent of this Applied Research Paper (ARP) is to prove the necessity for disaster preparedness and emergency response through a CERT Program and use of volunteer groups. The content of this ARP will assist the GFD organization to meet operational goals and reduce the vulnerability to the Glenview community. The recommendations provided by this ARP will promote disaster preparedness and community involvement reducing community risk. The establishment of a CERT program for Glenview would meet the United States Fire Administration (U.S.F.A.) operational objectives by promoting within the community a comprehensive, multi-hazard risk-reduction plan led by the fire service organization and appropriately responding in a timely manner to emerging issues through the recommendation of a CERT program (Federal Emergency Management Agency [FEMA], 2003).

On May 3, 2006, the GFD practiced its local disaster plan and incorporated the response with other State of Illinois agencies. The training occurred at Northeast Public Safety Training Academy (NIPSTA) located in Glenview. The goal of the exercise was to confirm that the State of Illinois response plans function properly and to identify weaknesses in the plans. The training exercise incorporated several simultaneous scenarios that included: a terrorist event that had a dirty bomb explode in a commuter train station resulting in multiple victims, a rail car involving hazardous materials involving contaminated victims, a structural collapse rubble pile, and a confined space elevator shaft rescue. The GFD provided the initial local response that included incident command with additional command staff personnel, first responders, and fire equipment. Additionally, as the incident escalated, GFD requested additional resources. This request provided the mechanism in which regional and state resources were deployed. During
this event, specialized response teams were deployed. The resources included: the State of Illinois Weapons of Mass Destruction Teams, Illinois Law Enforcement Alarm System (ILEAS), MABAS Urban Search and Rescue (USAR) teams and Level A Hazardous Material teams, Illinois Medical Emergency Response Team (IMERT), Civil Support team, other area CERT, Illinois National Guard, Illinois Emergency Management Agency (IEMA), Illinois Department of Public Health (IDPH), and other agencies (Office of the Governor, 2006).

Fire Chief Jay Reardon, President of MABAS, stated, “We hope to take away where the shortfalls are in our system. Then we'll identify where we need to invest our energy and effort so we have a stronger system for response” (Parker, 2006, ¶ 16). After the exercise concluded, Governor Blagojevich stated,

This was a very demanding exercise and I am pleased that the state proved that we can protect the public under even the most extreme conditions…We’re going to take lessons learned from the exercise and work aggressively to improve them so that we will be even better prepared if, or when, a disaster of this magnitude occurs in Illinois. (Office of the Governor, 2006, ¶ 2)

If GFD leaders can heighten disaster preparedness knowledge, establish a CERT program, and utilize volunteers during disasters, the community should narrow or reduce its risk and vulnerability.

LITERATURE REVIEW

The purpose of the literature review is to provide a framework for this ARP. The following questions serve as the focus for this literature review: a) What does the GFD currently offer to the community for disaster preparedness education?, b) What are some of the components of a CERT program?, c) What are some of the benefits to the community of establishing a CERT program?, and d) What are some methods used by CERT organizations to manage spontaneous volunteers?


ETNS provides residents telephone notification about local emergencies. The ETNS can deliver information to the entire Village - or to targeted areas - at a rate of up to 60,000 calls each hour. The ETNS is designed to pass along emergency notification information, such as evacuation and shelter locations, shelter-in-place locations, flood warnings, public health incidents, extended utility interruptions, specific police operations, and other significant emergency notifications. (Village of Glenview, n.d.a)

A second topic regarding emergency preparedness guidance that is presently available is more detailed and specific to tornado information entitled Tornado Tips (Village of Glenview, n.d.c).
A Message from the Glenview Fire Department:

Tornado season is now upon us, every year communities big and small are terrorized by these natural disasters, creating millions of dollars in property damage. Tornados, however, can endanger something far more precious than property our lives. The best way to prevent disaster is to prepare for it. Read and familiarize yourself with the following definitions and tips. (Village of Glenview, n.d.c, ¶ 1)

The information that follows provides the definition of a tornado watch and tornado warning. After the explanations, there is another somewhat disjointed list of definitions and recommendations. There is a suggestion to assemble a disaster safety kit with suggested supplies and to set up a family separation plan in case of separation during a disaster (Village of Glenview, n.d.c).

An explanation of the tornado warning sirens within the Village is provided with details regarding how they work, how they are activated and that they are activated by the Police Department. The preparedness site concludes by directing residents to the Illinois Severe Weather Web site for additional information (Village of Glenview, n.d.c). Another resource the Village provides is a monthly newsletter with reminders to residents to stay safe during severe weather and to test the batteries in smoke detectors twice a year. Other than tornado safety education, ENTS, and the recommendation to assemble a disaster safety kit, there is little information regarding community preparedness. There is a Village Web site for local volunteers at the Volunteer Information Center of Glenview and Northbrook (VICGN) with contact information and the internet link provided. VICGN’s mission currently is not designed to target
residents to volunteer during a disaster event; instead it is specifically used for Helping Hands, Youth Services, and the local Historical Society (Village of Glenview, n.d.c).

The final section found on the Village Web site, Get Prepared, provides a brief overview of the difference between a disaster and an emergency (Village of Glenview, n.d.b). As defined in the Village Web site, “An emergency is when time and resources are in short-supply and more than a routine response is needed to save lives, protect health, safety, property and the environment. A disaster is when there is severe danger in an area, not enough resources, and big losses that disrupt the social and/or economic structure to the extent the community cannot function normally” (Village of Glenview, n.d.b, ¶ 1). Residents are directed to a lengthy list of agencies outside of the Village for further preparedness information. Since some agencies are regional, such as the American Red Cross, U.S. Centers for Disease Control and Prevention, and U.S. Department of Homeland Security, guidance is less tangible and it can be difficult to find a local contact authority.

FEMA

Some resources provide guidance on disaster preparedness for the larger, national community. As one of the lead agencies in disaster preparedness, FEMA offers numerous publications. One publication, entitled Are You Ready? An In-depth guide to Citizen Preparedness (FEMA, 2004a), is designed to help citizens learn how to protect themselves and their families against all types of hazards. This comprehensive publication contains extensive information of and recommendation on what to do prior to, during, and after each hazard type. The recommendations proposed in this publication is that it is the duty of every citizen to be part of the national emergency system, and it is each individual’s responsibility to protect themselves and their family by being prepared before, during and after a disaster event.
Additionally, FEMA introduces its campaigning message to provide opportunities for citizens to become involved with programs that support local response capabilities or other organizations at the community level and to become active with the national emergency management system. The two initiatives presented in *Are You Ready* (FEMA, 2004a) include Citizens Corps and CERT.

CITZENS CORPS

In April 2002, President George W. Bush launched a USA Freedom Corps initiative called *Citizens Corps* (2002). The focus is “to capture the spirit of service that has emerged throughout our communities” (p. 2) and in a continued effort to assist and coordinate volunteers groups in making communities safer, stronger, and better prepared to respond to any emergency (Citizens Corps, 2002). President Bush requested cities and counties across the country bring together first responders, volunteer organizations, law enforcement agencies, and community-serving institutions, such as schools, hospitals, and houses of worship to capture this spirit of community volunteering.

The mission of Citizens Corps is to “harness the power of every individual through education, training, and volunteer service to make communities safer, stronger, and better prepared to respond to the threats of terrorism, crime, public health issues, and disasters of all kinds” (Citizens Corps, 2002, p. 2). Citizens Corps creates the opportunity for volunteers to assist their communities to prepare for and better respond to emergencies by using local leaders, citizens, and partnerships with fire and police departments and emergency medical personnel. Citizens Corps encourages all Americans to take an active role in creating a safer, stronger, and better-prepared community. By participating in Citizens Corps programs, citizens can make neighborhoods and communities a safer place to live (Citizens Corps, 2002).
In 2003, President Bush requested more than $230 million from Congress to fund and expand Citizens Corps initiatives. This money was distributed to four national Citizens Corps programs. These funds were to include nationwide training and grants to communities through the state to support local activities of preparedness programs and formation of partnerships between first responder organizations and volunteer groups. In 2007, three federal agencies administer four programs that are promoted as part of the Citizens Corps: Federal Emergency Management Agency (FEMA), Department of Justice (DOJ), and United States Department of Health and Services (HHS). In support of the mission of FEMA: “…to reduce the loss of life and property and protect the nation from all hazards, including natural disasters, acts of terrorism, and other man-made disasters, by leading and supporting the nation in a risk-based, comprehensive emergency management system of preparedness, protection, response, recovery, and mitigation” (FEMA, 2007, ¶ 2). FEMA takes a lead in coordinating the overall effort of assisting communities in disaster preparedness.

The four Citizens Corps programs (2004) include: The Neighborhood Watch Program, funded by DOJ and administered by the National Sheriffs’ Association, Community Emergency Response Team (CERT) funded by FEMA and administered by the Department of Homeland Security (DHS), Volunteers in Police Service (VIPS) administered and funded by DOJ, and the Medical Reserve Corps administered by HHS (Citizens Corps, 2002). In addition to these national activities, local agencies have the opportunity to participate in Citizens Corps local within their own communities. At the local level, leaders from law enforcement, fire, emergency medical and other emergency management, volunteer organizations, local elected officials, the private sector, and other community stakeholders have the opportunity to organize public
education on disaster mitigation, citizen training, and volunteer programs in support of local community’s emergency services (FEMA, 2004a).

CERT

Community Emergency Response Team (CERT), as a partner of Citizens Corps, is designed to provide training in emergency preparedness and basic response techniques to local volunteers. When needed, citizen responders will use this training as part of a neighborhood or workplace team to assist others when first responders are overwhelmed and are not immediately available.

The concept of CERT in the U.S. first began in the City of Los Angeles in September 1985. A group of community leaders traveled to Japan to study its comprehensive preparedness plan specific to earthquakes. The group found a homogenous society that had trained entire neighborhoods to alleviate the potential devastation that would follow a major earthquake. Japan’s neighborhood training included fire suppression, light search and rescue, first aid and evacuation (Borden & Lee, 2002).

During the subsequent month, the Los Angeles Community group proceeded to Mexico City following an earthquake with a magnitude of 8.1 on the Richter scale killing 10,000 people and injuring 30,000. Prior to the earthquake, the citizens of Mexico City received no disaster preparedness training. However, the LA Community group discovered that many groups of volunteers spontaneously organized to perform light search and rescue operations. These volunteers were credited with performing more than 800 successful rescues. Unfortunately, over 100 untrained volunteers died during the 15-day rescue operation (Borden & Lee, 2002). From the Los Angeles Community group’s experiences, it was evident that there was a need to train volunteers to help themselves and others. Assistant Chief Frank Borden, Los Angles Fire
Department (LAFD), developed a pilot program of a group of Neighborhood Watch leaders to be first responders within their own community during a disaster. The training included the ability to perform basic fire suppression, light search and rescue, and first aid. Thirty members comprised the first CERT team, which completed their training in early 1986. The program then expanded to include additional neighborhoods, business leaders, and government employees (Borden & Lee, 2002).

On October 1, 1987, the Wittier Narrows earthquake struck the San Gabriel Valley and surrounding communities. This earthquake measured 5.9 on the Richter scale, resulted in eight deaths and $358 million dollars in property loss. This event clearly emphasized the local threat of an area-wide major disaster and demonstrated the need to accelerate citizens to prepare for earthquakes and other emergencies. Following the Wittier Narrows earthquake, the City of Los Angeles Fire Department created the Disaster Preparedness Division. Their main objectives were to educate and train the public and government sectors in disaster preparedness, evaluate research and disseminate disaster information while developing, training and maintaining a network of CERTs (Borden & Lee, 2002).

Edward J. McCrane, Chief of Emergency Management in Sarasota Florida, advocates communities become better prepared for emergencies and assume a greater self-reliance though preparedness. According to the Sarasota All Hazards Preparation Web site, Chief McCrane insists on preparing in advance and working with neighbors and local government as a team in order to better cope with disaster. He urges community members to create a disaster plan for the family and if living alone, talk with neighbors and friends about developing a neighborhood response plan. According to Chief McCrane, being prepared is the best protection and is each individual’s responsibility (Sarasota County Government, 2007).
McCrane further reinforces this concept by advocating a good disaster preparedness plan, which provides a margin of safety protecting individuals, families and neighbors. Having a disaster plan improves a community’s ability to recover. Chief McCrane, further reminds residents that Emergency Management is not a single individual or government office; it is all members of the community working together to prepare, respond, and recover from the effects of disaster. The public education provided through Chief McCrane’s All Hazards Preparation Web site includes CERT information and a call to action:

During the initial hours following the disaster, emergency personnel are overloaded, unable to reach areas or are short of personnel to respond. Others often have had to pitch in to help persons in their immediate neighborhood. CERT training provides the decision-making and physical skills to offer immediate assistance to family members, neighbors and business associates in an efficient and effective manner without placing yourself in unnecessary danger. You can make a difference by using the training. This program is the Nationally Accepted Federal Standard for CERT training. (Sarasota County Government, 2007, ¶ 2)

Chief McCrane encourages community members to understand that neighborhood actions make a difference and advocates each home have a complete preparedness kit.

In May 2005, the American Red Cross and Home Depot® publicized “a three-year, $6.6 million partnership designed to educate one million people on hurricane and disaster preparedness” (American Red Cross, 2005, p. 1). The importance of this program is that it took a step forward to educate in public awareness of disaster preparedness, and it made disaster supply kits, containing 72 hours of supplies, readily available.
Using the basic CERT curriculum, CERT personnel train and prepare for a disaster or overwhelming event by learning the skills necessary to identify and mitigate potential hazards in the home and workplace. Members learn how to initiate plans to prepare themselves and their loved ones for the hazards they face (Citizens Corps, 2002). Members become more acclimated to working cooperatively as a team within their neighborhoods or workplaces. Through the knowledge and skills of the CERT curriculum, members cultivate and maintain relationship with the agency that sponsors the CERT program. Through participation in continuing education, training, and projects to enhance the public safety of their community, members expand a personal understanding of their individual and collective capabilities and limitations when deployed.

During training, CERT members learn to prepare for hazards identified in their community or region. Members learn and apply the practice of scene size-up and safety principles including how to locate and turn off utilities (Citizens Corps, 2002). Content includes technical knowledge including how to extinguish small fires and identify hazardous materials situations. CERT members learn the basics of triage and treatment of victims, as well as how to set up a medical treatment area and conduct search and rescue in lightly and moderately damaged structures. CERT trainers conduct psychological training so that members understand the psychological impact of a disaster on themselves and others. Lastly, CERT members learn the importance disaster organization. They are able to organize CERT members and spontaneous volunteers for an effective and safe response while applying response skills in a disaster simulation (Citizens Corps, 2002).

CERT Roles During Emergencies
During a local disaster or overwhelming event, responders may not be available, as they may be inundated with other emergency situations. CERT members use the skills learned by assisting local agencies by collecting damage information and developing a plan of operation based on life-saving priorities, available resources, and an initial size-up in their homes, workplaces, or neighborhood. Implementing these skills, the members reduce immediate dangers by turning off utilities, suppressing small fires, and evacuating the area. Once first responders arrive, CERT members establish and maintain communication with the responders. The communication is systematic and effective. Upon arrival, first responders assign CERT members and collect an incident report based on the treatment provided to the people in the immediate area. Working with other first responders, CERT members and volunteers establish a command post, staging area, and medical triage and treatment areas (Citizens Corps, 2002). Overall, CERT members apply their training to situations where their actions make a difference in the community. In 2005, Illinois had increased Citizens Corps Councils (local chapter) from 45 to 80, which is the third-largest number in the nation (Office of Homeland Security, 2005).

Local disaster preparedness programs provide knowledge and awareness to the community that can increase the chances of a favorable outcome from a disaster. According to the 2007 CERT Web site (Citizens Corps, 2004), CERT programs provide structure to the volunteer process and specific training to the CERT members. This structure provides the control necessary in chaotic situations, allowing form to follow function. During emergencies, citizens want to help; the structure and education provided by CERT offers action steps that can be practiced before an emergency occurs, enabling community involvement. The steps provided in CERT programs provide a method in the chaos. Response processes from the community can be initiated during an emergency incident in an organized systematic manner. CERT programs
reduce spontaneous volunteers by providing opportunities for community member affiliation through mitigation and preparedness activities. CERT members communicate these action steps in their neighborhoods, within the structure of CERT, even when the action is to remain in place (home, work, or school). CERT Programs assist with essential service delivery and meet the Presidential Directives-- Hspd-8 and USA Freedom Corp 2001 (Citizens Corps, 2002).

Although the primary focus of CERT programs is to fill the gap between the first responders and the needs of the community. CERT members have also assumed additional roles. Additional CERT roles included in Portland, Oregon is the Neighborhood Emergency Response Team (NET). NET members staff first aid booths at neighborhood fairs and parades, assist Fire Bureau staff at community fairs, and speak at Parent Teacher Organization meetings, neighborhood association meetings, and service clubs (Citizens Corps, 2002). CERT volunteers played an additional role at an ad-hoc call center for one of the worst wildfires in the history of Florida, occurring from May 25 to July 22, 1988. CERT teams were used in Alachua County, Florida, to supplement fire tower staff during this fire season. CERT teams in the Edgewater, Florida area staffed fire stations to answer incoming phone calls, disseminate public information, handle donations, and prepare meals for line personnel during that time. In another event, Edgewater Florida CERT members placed blue markers in the street showing hydrant locations (Citizens Corps, 2002).

What are some of the benefits to the community to establishing a CERT program?

Some of the benefits of CERT programs are building stronger relationships between emergency responders and the people they serve, helping the community with emergency plans, neighborhood exercises, preparedness outreach, fire safety education, and workplace safety. Additionally, participants learn how to: identify and anticipate hazards, reduce fire hazards in the
Many people in the U.S. and the world watched the recent events unfold before, during, and after hurricane Katrina. The news media revealed the buses that had not been deployed, the truckloads of water, food, and personal supplies waiting for distribution and the emergency providers staged to assist in the effort (Cable Network News, 2007). The news media also revealed a system that failed to use all of the resources available in an effective manner. According to FEMA’s *Leading Community Risk Reduction* (2004b), “… community risk reduction is an essential tool in reducing and minimizing risk from all hazards in the community” (p. 2). Some of the benefits of effective disaster volunteer management is “…to mobilize systematic and collaborative efforts to mitigate risk and to encourage all of the incremental steps along the way” (FEMA, 2004b, p. 2).

When effective methods are utilized in disaster volunteer management, first responders can fulfill their duties without the added responsibility of managing volunteers. Partnering with organizations that have systems in place to manage volunteer groups enable experienced volunteer coordinators to ensure meaningful and quality volunteer experiences; as a result, volunteers are more inclined to seek future community service opportunities (National Voluntary Organizations Active in Disaster [NVOAD], 2007). Such organization can quickly, and appropriately, direct volunteers who became affiliated through mitigation and preparedness activities to additional areas of need in the disaster cycle and provide citizens with the knowledge to effectively engage in all phases of the disaster. In the end, when volunteer efforts
are well managed, communities can respond to and heal from disasters more effectively (Citizens Corps, 2002).

Enabling private citizens or workplace teams to prepare for emergencies and take care of themselves is a powerful enticement for CERT programs. Other benefits for initiating a CERT program are determined by how CERT teams will be used in the community. In general, CERT participants maintain a high level of home and workplace preparedness and are more informed about risks and vulnerabilities in the community or workplace. Furthermore, CERT members are committed to the safety and well-being of their neighbors or coworkers, which increases the credibility of neighbor-to-neighbor information that aids in limiting rumors and directs energy toward a positive response (Citizens Corps, 2002).

The emphasis for the community is to understand that disasters can happen and that the government may not be able to meet their needs immediately. However, there is something that citizens can do about it – they can become trained CERT volunteers. Particularly as, “In 95 percent of all emergencies, the victim or bystander provides the first immediate assistance on the scene” (Citizens Corps, 2004, p. 1).

In June of 2007, the Institute Of Medicine (IOM) and National Academy of Science (NAS) produced a series of three reports: *Hospital-Based Emergency Care: At the Breaking Point* (Institute of Medicine [IOM], 2007c); *Emergency Medical Services At the Crossroads* (IOM, 2007b); and *Emergency Care for Children: Growing Pains* (IOM, 2007a). From these three reports, a fact sheet was produced entitled *The Future of Emergency Care: Key Findings and Recommendations* (IOM, 2006). In this fact sheet, the IOM identified several critical areas of emergency care and disaster management that need to be addressed in the near future. The most critical impact identified by the IOM was “With many emergency departments (EDs) at or
over capacity, there is little surge capacity for a major event, whether it takes the form of a natural disaster, disease outbreak, or terrorist attack” (IOM, 2006, p. 1). Drawn from all three reports: Hospital-Based Emergency Care: At the Breaking Point; Emergency Medical Services At the Crossroads; Emergency Care for Children: Growing Pains and added in the fact sheets, the authors stated:

The emergency care system is ill prepared to handle a major disaster. Ambulances are frequently diverted from overcrowded emergency departments (ED’s) to other hospitals that may be farther away and may not have the optimal services. In 2003, ambulances were diverted 501,000 times—an average of once every minute. (IOM, 2006, p. 1)

The IOM explained that running emergency services at a high capacity leaves little room of disaster victims. The report further outlined that an additional factor complicating these problems is the communication between entities. “EMS does not communicate effectively with public safety agencies and public health departments—they often operate on different radio frequencies and lack common procedures for emergencies” (IOM, 2006, p. 1). Essentially, each operates within a silo of experts and protocols where essential information that is circulated within their group but not effectively shared with other agencies.

Successful disaster planning requires community involvement. This notion has been researched and the results were presented by the Redefining Readiness Workgroup (Center for the Advancement of Collaborative Strategies in Health, 2007). Dr. Roz Lasker, from the New York Academy of Medicine (NYAM), Nan D. Hunter, JD., from the Brooklyn Law School, and Sarah E. Francis, from the New York Academy of Medicine form the lead members of the workgroup. In the publication Fixing the Flaws: Why Emergency Planners Need the Public’s Knowledge (Lasker, 2007), Dr. Lasker’s states,
There is a fundamental flaw that is undermining efforts in all areas of emergency preparedness. Currently, planners are developing emergency instructions for people to follow without finding out whether it is actually possible for them to do so or whether the instructions are even the most protective action for certain groups of people to take.

(Lasker, 2007, p. 63)

The Redefining Readiness study (Center for the Advancement of Collaborative Strategies in Health, 2007) documented this problem in preparations for shelter-in-place emergencies and deadly contagious disease outbreaks, predicting that large numbers of people would suffer and die unnecessarily if response strategies are not based on what people will actually face when a disaster strikes. This prediction was proven correct during Hurricane Katrina when many people could not follow instructions to evacuate due to barriers that had not been identified or addressed in advance.

To rectify this deficiency in planning, four Redefining Readiness Web sites have developed new community engagement practices to harness the knowledge and experiences of the broad range of people who need protection in emergencies. Practical tools based on the combined insights of almost 2,000 diverse community residents will soon be available to help households, work places, schools and early childhood and youth programs, and governments throughout the country prepare to respond more effectively to shelter-in-place emergencies and deadly contagious disease outbreaks. Communities will also be able to use the Redefining Readiness small group discussion process to explore what residents would face in the types of emergencies most likely to occur in their location.

Dr. Lasker’s study offers the American people their first opportunity to describe how they would react to two kinds of terrorist attacks: a smallpox outbreak and a dirty bomb explosion
(Lasker, 2007). He presented his findings at the Annual Meeting of the Voting Fellows of the New York Academy of Medicine on December 5, 2006. In his presentation to the New York Academy of Medicine, entitled *Fixing the Flaws: Why Emergency Planners Need the Public’s Knowledge* (Lasker, 2007), his study found:

Plans to respond to these emergencies won’t work because people will not react the way planners want them to. In a smallpox outbreak, only 43% of the population said they would follow instructions to go to a public site to be vaccinated. In a dirty bomb explosion, only 59% of the population said they would stay inside the building they were in for as long as officials told them. (Lasker, 2007, p. 62)

“Why is this case? Contrary to conventional wisdom,” (Lasker, 2007, p. 62) Dr. Lasker’s study found, “people’s reluctance to follow instructions is not due to ignorance, recalcitrance, or panic. Quite the contrary, most of them have solid, common-sense reasons for their behavior” (Lasker, 2007, p. 62). The Redefining Readiness study revealed that “the problem is with the plans, not the people” (Center for the Advancement of Collective Strategies in Health, 2007, p. 62). In his article (Lasker, 2007), Dr. Lasker poses these questions:

Lacking that voice, do we really know what matters to people in these types of situations and what can be done to address the problems they would face? Do we fully appreciate the role that the public can play in contributing to response and recovery? He concludes that recent research and experience with disasters in the United States reveal that we do not—with dire consequences. (Lasker, 2007, p.62)

Taken together, the Redefining Readiness studies and the experience with Hurricane Katrina, in Dr. Lasker’s opinion, uncover this fundamental flaw in emergency preparedness.
Dr. Lasker proposed, in the current planning arena, this outcome is virtually inevitable because the approach employed to prepare for response to emergencies forces planners to become mind readers. “Without hearing from the public directly, planners can’t possibly be aware of the barriers and risks that make it difficult for certain groups of people to protect themselves in emergencies or what could be done to address those problems” (Lasker, 2007, p.63). When coordinators either “lack this information from the public” (Lasker, 2007, p. 63), or fail to understand its importance, “they end up developing instructions that are not feasible or safe for many people to follow” (Lasker, 2007, p. 63).

Over the last decade, several organizations, such as the United Nations Development Program (UNDP), International Strategy for Disaster Reduction (ISDR), and the World Bank, have focused their interest in developing standardized tools to assist governments and related stakeholders in understanding, guiding, monitoring and setting some type of indicators and benchmarks for disaster risk reduction. The World Conference on Disaster Reduction, held in January 2005 in Kobe-Hyogo, Japan, adopted a Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters commonly known as the Hyogo Framework for Action (HFA11) (International Strategy for Disaster Reduction [ISDR], 2005).

The HFA11 framework incorporates five thematic areas to establish initial principles. These areas are:

1) Political Commitment and Institutional Development (Governance), to ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation, 2) Risk Identification, to identify, assess and monitor disaster risks and enhance early warning, 3) Knowledge Management including use of knowledge, innovation and education to build a culture of safety and resilience at all levels, 4) Risk
Management Applications to reduce the underlying risk factors, and 5) Preparedness and Emergency Management, to strengthen disaster preparedness for effective response at all levels. (ISDR, 2004, p. 2)

The five thematic areas identified in this framework provided the basis for the Yokohama Strategy.

The Yokohama Strategy


This strategy requires the progress attained through the implementation of the Yokohama Strategy. Possible major dilemmas are identified for the near future to ensure a more systematic approach to address disaster risks “…in the context of sustainable development and in building resilience through enhanced national and local capabilities to manage and reduce risk” (ISDR, 2005, p. 4). The importance of disaster risk reduction is “…underpinned by a more preparative approach to informing, motivating, and involving people in all aspects of disaster risk reduction in their local communities” (ISDR, 2004, p.4).

Additionally, stressed in this strategy is the scarcity of resource allocation specifically from a budgetary perspective while, at the same time, noting the significant potential to more efficiently utilize existing resources and established practices for more effective disaster risk reduction.

As the standardized tools are developed and expansion has progressed, specific gaps and challenges have been identified in all of the HFA11 five thematic areas (ISDR, 2005). The
present Framework for Action to build the “Resilience of Nations and Communities to Disasters” (ISDR, 2005, p. 1) was adopted in 2005 at the World Conference on Disaster Reduction in Kobe-Hyogo, Japan (ISDR, 2005).

What are some methods utilized by CERT organizations to manage spontaneous volunteers?

According to Fernandez, Barbera, & van Dorp, in an article entitled Strategies for Managing Volunteers during Incident Response: A Systems Approach (Fernandez, Barbera, van Dorp, 2006), during disaster situations “large numbers of people with no pre-planned role arrive at the scene to offer assistance” (Fernandez et al., 2006, p. 1). This type of “convergence, which is a mass movement or attempted movement towards a disaster site, is not a new phenomenon” (Fernandez et al., 2006, p. 1). Following 9/11, “over 40,000 unsolicited volunteers arrived at ground zero in New York” (Fernandez et al., 2006, p. 1). In this article, the authors support the use of volunteers in a disaster situation, “Volunteers can be a significant resource of timely manpower, skills, and abilities, while providing valuable insight on the community’s needs” (Fernandez, et al., 2006, p. 1). They know the landscape and can provide valuable insight to rescuers. Florida emergency management professionals determined that “the economic advantages alone are significant enough to justify making volunteers a part of emergency plans” (Fernandez et al., 2006, p. 1). The authors recommended establishing strategies for volunteer management during incident responses prior to an incident.

According to the National Blueprint (2006) executive summary, it is estimated that twenty percent or more of local responder capacity is diverted to manage the influx of volunteers and material during a crisis. In Keeping the First 72 Hours of a Disaster from Becoming a Law Enforcement Crisis (National Blueprint for Secure Communities, 2006), this was clearly demonstrated during Katrina. The article noted that the responder capability was severely loaded
with the need to organize volunteers and resources while maintaining law and containment. For a community to grasp the full capability of its responder pool, two options are proposed: either hire 160% of the expected need or develop alternative methods to support responder families, care for the evacuation of the vulnerable and special needs population and use other resources to manage and triage volunteers and responders (National Blueprint for Secure Communities, 2006). Since the majority of communities are struggling to afford their current responder needs, hiring excess is impractical (National Blueprint for Secure Communities, 2006). The alternative is to put simple but effect plans in place, supported by the private and community sectors that address these challenges and restore community capability. Using well-trained local volunteers through Citizens Corps councils in programs such as CERT, this need for staffed employees can be reduced, allowing more responder capacity for response and containment (National Blueprint for Secure Communities, 2006).

During a recent telephone interview with Mathew Roberts, Illinois Department Public Health Emergency Response Coordinator, Roberts also supports the concept of filling the service gap with volunteers (M. Roberts, personal communication, June 5, 2007). His goal was to reduce the amount of spontaneous volunteers; he aims to increase the volunteers with specialized talents who are trained to respond to specific disaster situations. Emergency response agencies must take an active role in the volunteer recruitment process. Two areas that are crucial in volunteer recruitment are the education of volunteers and exposure or recent deployments of the volunteer groups. Roberts indicated he advocates that volunteer plans remain simple and flexible and the public must remain well informed. In his opinion, local agencies need to coordinate volunteer activities and response at the local level and begin involvement at the county level. Based on his
experience, the main problem is the lack of coordination rather than the lack of resources (M. Roberts, personal communication, June 5, 2007).

*Community Guidelines for Developing A Spontaneous Volunteer Plan* (Office of Homeland Security, 2005) was developed in 2005 by the Office of Homeland Security, Illinois Terrorism Task Force (ITTF) Committee on Volunteers and Donations. The purpose of this plan is to assist communities to develop and execute a community spontaneous volunteer plan as part of the county’s emergency operations plan. To improve emergency response capabilities during a large-scale disaster event, the Volunteers and Donations Committee has provided a plan on the allocation of volunteers and donations. The ITTF plan offers a method for registering unsolicited volunteers with an organization or agency (Table 1).

Table 1

*Community Guidelines for Developing A Spontaneous Volunteer Plan*

Main Objectives

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Educate and engage community agencies in disaster service delivery

Solidify a Spontaneous Volunteer Plan

Create Universal Volunteer Application

Identify training resources

Identify a Core Group Contact People

Determine where inquiries from spontaneous volunteers will be directed in the event of a disaster

Expand Education to the Community

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IMERT

The Illinois Medical Emergency Response Team (IMERT) was created in 1999 prior to the development of Citizens Corps. IMERT began with a handful of talented individuals who were dedicated to creating an entity that was not considered a response group but rather a sustainability group. However, in the event of a disaster, local emergency personnel cannot handle the event effectively without outside assistance. State and Federal assistance are provided in time but not immediately. The gap between the federal assistance and local need in Illinois is the purpose for IMERT. IMERT is a volunteer organization comprised of individuals with backgrounds in logistics, communications, safety, and information technologies whose mission is to respond to and assist with emergency medical treatment at mass casualty incidents, in addition to coordinating educational programs to Emergency Medical Service participants in Illinois. The members are composed of emergency physicians, emergency nurses and emergency medical personnel with leadership experience in emergency medical services and disaster planning, as well as selected individuals with relevant military and technical expertise (Illinois Medical Emergency Response Team [IMERT], n.d.).

Since IMERT’s inception in 1999, it has grown into a nationally recognized volunteer organization. IMERT members also serve on the Disaster Medical Assistance Team (DMAT) at the national level. DMAT is a group of medical and support personnel designed to provide emergency medical care during a disaster or other unusual event. DMAT’s are categorized according to four readiness levels. IMERT is one of two teams currently identified in the U.S. as a level one team. Level One DMAT’s are fully deployable within eight hours of notification and are self-sufficient for 72 hours. They are deployed with standardized equipment and supply sets to treat up to 250 patients per day (Office of Homeland Security, 2005).
IMERT participates in the National Disaster Medical System (NDMS), a cooperative asset-sharing program among Federal government agencies, state and local governments, and the private businesses and civilian volunteers. The NDMS ensures resources are available to provide medical services following a disaster that overwhelms the local health care resources (Office of Homeland Security, 2005).

IMERT’s mission has evolved to respond to and assist with emergency medical treatment at mass casualty incidents in Illinois, including, but not limited to, chemical, biological, and radiological incidents (Office of Homeland Security, 2005). As IMERT is comprised of volunteers that provide emergency medical treatment during large-scale disasters, a telephone interview was conducted with Tim Conley (T. Conley, personal communication, May 29, 2007), who has been the Captain and Team Commander for IMERT since 1999. One question posed to Conley was regarding the problem areas that should be considered when addressing volunteer groups, such as CERT. According to Conley, dealing with volunteers only at the time of disaster would create a serious problem. In 2005, IMERT team members were deployed to Katrina stricken areas. Conley recalls a volunteer physician offering his services to IMERT. This physician was ill prepared to meet the demands placed on IMERT members and those individuals remaining in the hazard zone. He was not equipped with sheltering equipment, brought no food or water, and most importantly, was unable to produce any credentials that would allow him to perform within the scope of his abilities. IMERT logistics division was able to tend to his basic survival needs but was unable to produce the necessary documentation requirements to allow him to function as a physician within the structure of IMERT. Ultimately, he provided assistance with stocking medical supplies (T. Conley, personal communication, May 29, 2007).
Conley further stressed the importance of having a system that provides the framework for utilizing volunteer groups. According to Conley, there must first be a clear and well communicated mission. Members must have a reason to exist and they must operate within this system. Next, members need to be legally protected and have workman’s compensation coverage. Members simply cannot volunteer to assist others without knowing they and their families are protected should an unforeseen event occur. Finally, volunteers are required to have background checks and produce the necessary credentials prior to becoming affiliated with IMERT and able to perform job functions offered to the community (T. Conley, personal communication, May 29, 2007).

Two issues, according to Conley, were problem areas within IMERT and are relevant to any volunteer groups: funding and recruitment. In 1999, IMERT started the necessary framework and marketed a membership drive. On June 15, 2002, IMERT became fully operational and deployable. One of IMERT’s largest opportunities came in 2005 when the call for help came from the aftermath of hurricane Katrina. Illinois Emergency Management Agency (IEMA) received an official request for medical assistance from the Louisiana Emergency Management Association. IMERT deployed for one-week periods following Katrina. During this operational period, IMERT successfully treated 6,000 patients (T. Conley, personal communication, May 29, 2007). Following the deployment to Katrina, an additional 700 members joined IMERT. As of April 2007, there are over 1,400 IMERT members, and Conley continues to promote membership and funding (T. Conley, personal communication, May 29, 2007).

After Hurricane Andrew in 1993, FEMA convened a meeting to address the need for a national strategy on the management of unsolicited donated goods and unaffiliated volunteers in disasters. The outcome of this strategy is presented in *Preventing a Disaster Within the Disaster:*
The Effective Use and Management of Unaffiliated Volunteers (Points of Light Foundation, 2002). From this meeting a group was formed: “National Leadership Forum on Disaster Volunteerism” (Points of Light Foundation, n.d., p. 4), whose goal was to explore ways to strengthen the nation’s ability to engage volunteers appropriately and effectively in all phases of disaster (FEMA, 2003). The consensus from this group was that disaster volunteering is necessary for the recovery and healing of people and communities. More importantly, disaster volunteer coordination is an essential management function within emergency management and should be fully integrated into emergency management systems at all levels. “It is most successful when the full range of community resources and knowledge is leveraged, and when roles and responsibilities are clearly defined” (Points of Light Foundation, n.d., p. 4).

Some of the benefits of effective disaster volunteer management result in the improved use of first responders allowing them to fulfill their duties without the added responsibility of managing volunteers. According to National Volunteer Organizations Active in Disasters (NVOAD), volunteers are more inclined to seek future community service opportunities when engaged with experienced volunteer coordinators who can manage volunteers effectively and ensure meaningful and quality volunteer experiences (NVOAD, 2007). Additionally, Volunteer Organizations Active in Disasters can “quickly and appropriately direct volunteers who became affiliated through mitigation and preparedness activities to additional areas of need in the disaster cycle” (NVOAD, 2007, p. 4). In addition, well managed volunteer efforts in communities will engage citizens as volunteers in all phases of disasters, accelerating the community’s ability to respond and heal from disasters.

According to Dr. Lasker in Redefining Readiness (Center for the Advancement of Collaborative Strategies in Health, 2007), his work group felt that emergency managers could
effectively forecast the disaster volunteer management process as it is consistent with the comprehensive emergency management cycle and includes roles for volunteers in each phase: mitigation, preparedness, response, and recovery. Moreover, the approach to volunteer management in any given phase of the cycle supports efforts in the next phase.

Other Partner Groups

In the publication *Preventing a Disaster within a Disaster: the Effective use and Management of Unaffiliated volunteers* (Points of Light Foundation, 2002), numerous private agencies are identified that augment federal partners (Points of Light Foundation, 2002). A few are the Points of Light Foundation and Volunteer Center National Network, National Volunteers Organizations Active in Disasters (NVOAD), and Disaster Preparedness and Emergency Response Association Intl. (DERA) (Points of Light Foundation, 2002). The scores of partners that are not on the federal side of the equation are far too expansive to detail and beyond the scope of this APR. The following brief description of organizations is geared to illustrate the expanse of partners available to communities.

The Points of Light Foundation & Volunteer Center National Network engages and mobilizes millions of volunteers … through a variety of programs and services, the Foundation encourages people from all walks of life — businesses, nonprofits, faith-based organizations, low-income communities, families, youth, and older adults — to volunteer. Based in Washington, D.C., the Foundation advocates community service through a partnership with the Volunteer Center National Network. Together, they reach millions of people in thousands of communities to help mobilize people and resources, which deliver solutions that address community problems. The Foundation has gained a national reputation as America's Address for Volunteering. As President George W. Bush

National Volunteers Active in Disasters (NVOAD) coordinates planning efforts by many voluntary organizations responding to disaster. Member organizations provide more effective and less duplication in service by meeting before disasters strike. Once disasters occur, NVOAD or an affiliated state or local Volunteers Active in Disasters (VOAD) encourages members and other voluntary agencies to convene on site. This cooperative effort has proven to be the most effective way for a wide variety of volunteers and organizations to work together in a crisis (Points of Light Foundation, 2002).

The Disaster Preparedness and Emergency Response Association Intl. (DERA), founded in 1962, assists communities worldwide in disaster preparedness, response and recovery, and serves as a professional association linking professionals, volunteers and organizations in all phases of emergency preparedness and management (Points of Light Foundation, 2002).

Diligence in Public Education

The Department of Homeland Security Office of Community Preparedness has tasked Macro International Inc., an Opinion Research Corporation Company (ORC Macro), to research, track, and cross-analyze surveys related to household preparedness that have been conducted by other parties. Two reports were published for Citizens Corps: *Citizens Preparedness Review* (Citizens Corps, 2002) and *2003 Citizens Corps of U.S. Households* (ORC Macro, 2003).

In 2002, adults ages eighteen years or older were contacted by ORC Macro International, a consulting company contracted by the federal government. The survey was conducted via telephone interviews between the periods of June to July 2003 (Citizens Corps, 2002).
Macro’s *Citizens Preparedness Review* indicated that actual preparedness remains relatively unchanged, “there is some indication that there is an increased level of cognition, the early stage of behavior change where an individual contemplates taking action (Citizens Corps, 2002, p. 6). Additionally, “twenty-four to thirty-one percent” (Citizens Corps, 2002, p. 6) considered assembling a disaster supply kit. The National Organization Disability (NOD) did measure an increase from 2003 of those who have made evacuation plans (Citizens Corps, 2002).

Furthermore, Macro’s *Citizens Preparedness Review* (Citizens Corps, 2002) indicated that Americans are significantly less likely to rely on state and Federal agencies and more likely to rely on their own household members (Citizens Corps, 2002). This means that the lack of confidence will have a considerable impact on how Americans plan for, prepare for, and respond to a disaster (Citizens Corps, 2002).

Macro’s other report, *2003 Citizens Corps of U.S. Households*, (ORC Macro, 2003) revealed a willingness of many citizens to take action. “Seventy percent would be more likely to develop a neighborhood plan if support was provided” (ORC Macro, 2003, p. 8) and “forty percent would volunteer if they had opportunities” (ORC Macro, 2003, p. 8). This report further revealed “thirty-five percent have increased their preparedness within the past two years” (ORC Macro, 2003, p. 7). The reports taken together solidify the finding that “neighborhoods are very receptive to receiving support from local government or community organization” (ORC Macro, 2003, p. 8). Of the population sampled, “seventy percent indicated they would be more likely to develop a neighborhood disaster plan with support is an open initiation for Citizens Corps to tackle this issue” (ORC Macro, 2003, p. 8).

The report further revealed that Americans “value the importance of emergency preparedness training and volunteerism” (ORC Macro, 2003, p.9). An astounding eighty-seven
percent of the “respondents felt it was very important for individuals to be trained” (ORC Macro, 2003, p. 9). Yet, only half of those who responded “forty-six percent … felt confident in their ability to save someone in a life-threatening situation and forty-seven percent trained” (ORC Macro, 2003, p. 8) only as a requirement of either work or school.

In an effort to determine what motivates individuals to volunteer, the survey determined “altruism drives those who currently volunteer” (ORC Macro, 2003, p. 10) in the area of community safety, while fifty-three percent of volunteers did so to help their community (ORC Macro, 2003). For those individuals that did not volunteer, “forty-two percent indicated this was primarily due to time commitments and the second most common reason was lack of information” (ORC Macro, 2003, p. 13).

The study found that the American public “is not aware of the Citizens Corps organization” (ORC Macro, 2003, p. 10). Only “eight percent of the respondents indicated knowledge of the Citizens Corps initiative” and of these eight percent, most “could not accurately explain what Citizens Corps represents” (ORC Macro, 2003, p. 10).

In the fall of 2003, the Council for Excellence in Government launched a FEMA initiative called *We the People: Homeland Security from a Citizen’s Perspective* (Council for Excellence in Government, 2004). Their goal was to solicit information and acquire ideas from citizens across the country. The final published report reflected an unprecedented conversation with the American people by way of town hall meetings, work groups, and interactive polling. According to the report, two-thirds of American citizens would gladly volunteer time to train and prepare themselves to help with homeland security efforts. However, citizens simply do not know how to connect in a useful way. The report further states first responders overwhelmingly would welcome community involvement. Eight-six percent of first responders believe that there
is a role for the average citizen to assist first responders in different capacities, such as, serving as trained medical reserves, reporting questionable incidents or circumstances, preparing for neighborhood-level emergency needs, and offering victim assistance (Council for Excellence in Government, 2004).

Another report, *Managing Spontaneous Volunteers in Times of Disaster: The Synergy of Structure and Good Intentions* (Points of Light Foundation, n.d.), also illustrates citizen’s good intentions: “Everyone has the potential to contribute strength and resources in times of emergency” (Points of Light Foundation, n.d., p 6). This report further discusses the need to organize volunteers: “…the spontaneous nature of individual volunteers is inevitable; therefore it must be anticipated, planned for, and managed” (Points of Light Foundation, n.d., p 6). Volunteers are an important resource when and if they are trained, assigned, and have proper supervision to operate within the emergency management system. Volunteers are successful contributors when they remain flexible, self-sufficient, aware of the risks, and are willing to be allocated by local emergency management experts (Points of Light Foundation, n.d.).

Fundamentally, limited resources available at the federal, state, and local levels during times of disasters require successful integration of citizen involvement in an emergency management setting. It is critical citizens prepare for, respond to, recover from, and mitigate the effects of disasters in our community. In order to be successful, there must be “new levels of cooperation and commitment to partnership among the volunteer sector, professional first responders, and all levels of government. Although this goal may be a challenging, the priority and long-term value of this work cannot be denied” (Points of Light Foundation, n.d., p. 5).
SUMMARY

Village of Glenview citizens can obtain disaster preparedness information by going to the Village’s Web site (Village of Glenview, n.d.b). Their main preparedness information available is: the Emergency Telephone Notification System (Village of Glenview, n.d.a), Get Prepared (Village of Glenview, n.d.b), and Tornado Tips (Village of Glenview, n.d.c). Beyond the limitations of Glenview’s Web site, residents were directed to outside agencies for additional disaster preparedness information (Village of Glenview, n.d.a).

FEMA, through Citizens Corps, has developed a basic CERT curriculum that includes: identification and anticipation of hazards, reduction of fire hazards in the home and workplace, extinguishing small fires, assisting emergency responders, conducting light search and rescue, setting up treatment areas, applying basic medical techniques, and reducing survivor stress (Citizens Corps, 2004). CERT members used the skills learned by assisting local agencies by collecting damage information and developing a plan of operation based on life-saving priorities, available resources, and an initial size-up in their homes, workplace, or neighborhood. Implementing these skills, CERT members reduce the immediate dangers by turning off utilities, suppressing small fires, and evacuating the area. In addition to the CERT basic curriculum, Citizens Corps provides an Instructor’s Manual (Citizens Corps, 2002).

Some benefits of a CERT program are: establishing stronger relationships between emergency responders and the people they serve, helping the community with emergency plans, conducting neighborhood exercises, preparedness outreach, fire safety education and workplace safety (Citizens Corps, 2004). Citizens can become trained CERT volunteers, “In 95 percent of all emergencies, the victim or bystander provides the first immediate assistance on the scene”
These findings attest to the importance of emergency responders, such as GFD, to plan and incorporate citizen response.

The key to successful disaster planning requires community involvement. This is especially manifested when emergency resources are not available to respond during disasters. “The emergency care system is ill prepared to handle a major disaster. Ambulances are frequently diverted from overcrowded Emergency Departments to other hospitals…In 2003, ambulances were diverted 501,000 times – an average of once every minute” (Institute of Medicine [IOM], 2006). As demonstrated by Katrina, in order to take control of the entire capability of its responders, communities must “hire 160% of the expected need” (National Blueprint, 2007, ¶ 3). Dr Lasker’s study reports a “fundamental flaw that is undermining efforts in all emergency preparedness. Currently, planners are developing emergency instructions without finding out if it is actually possible for them to do so…” (Lasker, 2007, p. 63).

There are many established volunteer groups to assist agencies during times of disasters. Some nationally recognized groups that operate within Citizens Corps include: The Neighborhood Watch Program, CERT, Volunteers in Police Service (VIPS), and Medical Reserve Corps (Citizens Corps, 2002). Other partner groups include Points of Light Foundation & Volunteer Center National Network, NVOAD, state and local VOAD, and DERA (Points of Light Foundation, n.d.). Exclusive to Illinois is IMERT: a volunteer organization comprised of individuals whose mission is to respond to and assist with emergency medical treatment at mass casualty incidents (Illinois Medical Emergency Response Team [IMERT], n.d.).

PROCEDURES

The purpose of this ARP was to identify and describe what GFD currently utilizes for community preparedness, to describe some CERT components and how various components
benefit the community. Research and data collection began with a literature review at the National Fire Academy’s Learning Resource Center (LRC) in December 2006. The LRC provided current information and resources on fire and emergency management subjects. With its collection of books, reports, periodicals, and audiovisual materials, the LRC facilitates and supports research materials. Through descriptive research and literature review, current materials on CERT programs, disaster preparedness and volunteer groups were reviewed and analyzed.

The target media used were trade journals, student manuals, research reports, textbooks, phone interviews, and internet Web sites. Instructional manuals provided course content information used in CERT training courses. Textbooks provided general information on disaster preparedness and volunteer groups. Internet sources provided comprehensive materials on a variety of resources, such as articles, presentations, and survey reports.

The author conducted two separate individual phone interviews with two problem area experts or Subject Matter Experts (SMEs). The purpose of these telephone interviews was to determine current volunteer management strategic problems with these strategies the usefulness of organized volunteers in a disaster and possible recommendations for utilization of volunteers. The author selected the following SMEs: Tim Conley and Matt Roberts. Both Conley and Roberts have extensive backgrounds and experience with organizing and managing volunteer groups in Illinois. Tim Conley is Captain and Team Commander of Illinois Medical Emergency Response Team (IMERT). As of 2007, IMERT has grown to be one of Illinois’s largest volunteer groups and is one of two teams that is a Level One Disaster Medical Assistance Team (DMAT) recognized in the country (Office of Homeland Security, 2005). Matt Roberts is the Emergency Response Coordinator Disaster Planning and Readiness for the Illinois Department
of Public Health (IDPH). Roberts serves as the Volunteer Coordinator for the Office of Preparedness and Response in Illinois.

The Conley telephone interview took place on May 29, 2007 at 9:00 AM and concluded at 9:58 AM. A log of Conley’s personal communication is located in Appendix E. The author selected IMERT because it was in operation prior to the Citizens Corps movement in April, 2002 (Citizens Corps, 2002). Additionally, IMERT had one of the largest groups of volunteers in Illinois at 1,400 as of 2007 (T. Conley, personal communication, 2007). The first three interview questions aimed to gather background information about the organization IMERT. Question four, *What problems and challenges has IMERT dealt with while managing volunteers?*, was developed from the position that volunteers are an important resource when they are trained, assigned, and have proper supervision to operate within the emergency management system (Points of Light Foundation, 2002). Question five, *What type of systematic organization do you believe, based on your experience, is needed to manage volunteers?*, was formulated based on the concept that “Volunteers can be a significant resource of timely manpower, skills, and abilities, while providing valuable insight on the community’s needs” (Fernandez et al., 2006, p. 1). Volunteers know the landscape and can provide valuable insight to rescuers. Question six, *Do you feel that unaffiliated spontaneous volunteers could assist local agencies with disaster management?*, was developed from the *convergence* concept and that there will be a mass movement towards a disaster site (Fernandez et al., 2006) and from National Blueprint Summary report (2006) that twenty percent or more of local responder capacity is diverted to manage the influx of volunteers and materials during a crisis. Question seven, *Do you anticipate any future problems or potential problems while managing volunteer groups?*, was developed from
Redefining Readiness and involve the concept that emergency managers could effectively forecast the disaster volunteer management cycle (Lasker, 2007).

The Roberts telephone interview took place on June 5, 2007 at 4:30 PM and concluded at 5:22 PM. A log of personal communication is located in Appendix E. The same interview questions were used as the ones in the interview conducted with Conley.

An out-sourced consultant and independent contractor, ORC Marco International, provided the data analyzed in this ARP. Macro presented their findings as published reports to the Department of Homeland Security and Citizens Corps. The author of this ARP decided to use Marco findings based on the population surveyed, questions solicited, age of respondents and validity of Macro’s data. Furthermore, the author concluded that it was not possible to reach an equivalent number of respondents within the time constraints of this ARP. Macro’s survey margin of error was ±2% with a 95% certainty (ORC Marco, 2003).

Assumptions and Limitations:

Two key assumptions were made regarding the research conducted for this ARP. With regard to the phone interviews, it was assumed that Conley and Roberts are considered SMEs due to their experience in managing and leading volunteer groups. Furthermore, it was also assumed that Conley and Roberts were truthful and accurate in their responses and that each fully understood the questions asked.

A limitation of this ARP was that it is not inclusive of all the subject matter of CERT, volunteer groups, disaster preparedness and emergency response. Additionally, although a plethora of information exists regarding CERT programs, there is limited record of a CERT program in existence. Therefore, some of the information referenced in this ARP is merely conceptual and has yet to be proven effective.
Definitions of Terms:

Affiliated Volunteers: Volunteers attached to a recognized voluntary or nonprofit organization and are trained for specific disaster response activities (Points of Light Foundation, 2002).

CERT Community Emergency Response Team - designed to help communities prepare for effective disaster response through training and planning (Citizens Corps, 2004).

Citizens Corps: Provides opportunities for people across the country to participate in a range of measures to make their families, their homes, and their communities safer from the threats of crime, terrorism, public health issues, and disasters of all kinds (Citizens Corps, 2004).

COAD Community Organizations Active in Disaster- consist of people, organizations, and businesses in a community where a disaster is likely to occur, who are immediately available, in close proximity to and want to contribute to the response and or recovery of that community (Citizens Corps, 2004).

DMAT Disaster Medical Assistance Team - group of medical and support personnel designed to provide emergency medical care during a disaster or other unusual event (Office of Homeland Security, 2005).

IDPH Illinois Department of Public Health - promotes the health of the people of Illinois through the prevention and control of disease and injury (Citizens Corps, 2004).
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>IMERT:</td>
<td>Illinois Medical Emergency Response Team- volunteer organization for all levels of emergency medical personnel as well as individuals with backgrounds in logistics, communications, safety, and information technologies whose mission is to respond to and assist with emergency medical treatment at mass casualty incidents, and coordinating educational programs to EMS participants in Illinois (Office of Homeland Security, 2005).</td>
</tr>
<tr>
<td>ISDR</td>
<td>International Strategy for Disaster Reduction - aims at building disaster resilient communities by promoting increased awareness of the importance of disaster reduction as an integral component of sustainable development, with the goal of reducing human, social, economic and environmental losses due to natural hazards and related technological and environmental disasters (ISDR, 1994).</td>
</tr>
<tr>
<td>ITTF</td>
<td>Illinois Terrorism Task Force - charged with the specific task of assuring that Illinois is ready to respond to an act of terrorism (Office of Homeland Security, 2005).</td>
</tr>
<tr>
<td>NDMS</td>
<td>National Disaster Medical System - cooperative asset-sharing program among Federal government agencies, state and local governments, and the private businesses and civilian volunteers to ensure resources are available to provide medical services following a disaster that overwhelms the local health care resources (Office of Homeland Security, 2005).</td>
</tr>
</tbody>
</table>
NVOAD National Voluntary Organizations Active in Disaster - coordinates planning efforts by many voluntary organizations responding to disaster (Points of Light Foundation, 2002).

SME Subject Matter Expert - A business term used to describe an individual who has exhibited/demonstrated competency/mastery in a particular subject/topic/field (Office of Homeland Security, 2005).

Unaffiliated Volunteer: Neighbors and citizens that are not part of a recognized voluntary agency and often have no formal training in emergency response system (Points of Light Foundation, 2002).

VOAD Volunteer Agencies Active in Disaster – consists of voluntary organizations active in disaster; are generally statewide in scope, and consists of a coalition of organizations who mobilize resources and travel to the disaster site to provide services they have agreed to provide as part of their chapter (Points of Light Foundation, 2002).

RESULTS

The first research question, what does the GFD offer the community in 2007 for disaster preparedness education, was answered by the information obtained from the Village of Glenview’s Web site (Village of Glenview, n.d.a). The only source of disaster preparedness information offered by the Village of Glenview is this Web site. It describes an Emergency Telephone Notification System (ETNS). The ETNS is a system used to relay instructions to residents in times of disasters. This system can deliver information to Village residents or to targeted areas at a rate of up to 60,000 calls per hour (Village of Glenview, n.d.a). Additionally,
the Web site provided information regarding a specific disaster that could occur in the ETNS Village. Basic information was available about what actions to take during a tornado watch or warning. For example, the Web site offers definitions of a tornado watch, a tornado warning, and some specific actions to take in the event of a tornado in the area (Village of Glenview, n.d.c). Despite this information, the Web site did not provide further information across a range of disasters; rather, the Web site directed individuals to additional outside agencies, which provide disaster preparedness materials. These agencies included: American Red Cross, Cook County Sheriff Emergency Management Association, FEMA, IDPH, IEMA and U.S. Department of Homeland Security.

The next research question, what are some of the components to a CERT program, was answered by the information from the Web sites of Citizens Corps and CERT along with FEMA publications. The early components of a CERT program involve the organization and planning of the program (Citizens Corps, 2002). The first element is identifying the areas in which the community may be at risk (FEMA, 2004b). These areas include disaster preparedness information regarding natural hazards, technological hazards, and terrorism (FEMA, 2004b). Once these areas of community risk are identified, a partnership is developed between local business, government officials, emergency responders and community leaders to minimize the effects of a disaster. Another component, CERT training, is used to further enhance this partnership. FEMA offers CERT training that provides members with the decision-making and physical skills to offer immediate assistance to family members, neighbors and business associates in an efficient and effective manner without placing themselves in danger (FEMA, 2004a). CERT participants learn how to: identify and anticipate hazards, reduce fire hazards at home and workplace, extinguish small fires, assist emergency responders, conduct light search
and rescue, set-up treatment areas, apply basic medical techniques, and reduce survivor stress (CERT, 2004). Another important component of a CERT program is activity. Conley (personal communications, May 29, 2007) recognizes the importance of keeping team members committed and functioning so they can remain effective. IMERT must be active, and Conley continually solicits additional call-outs, assignments, and missions. This activity aids in volunteer recruitment and retention.

The third research question, what are the benefits to the community to establishing a CERT program, was answered by the information from the Web sites of Citizens Corps (2002), CERT (Citizens Corps, 2002), and Points of Light Foundation (2002) along with additional FEMA publications. Although numerous sources have stated information regarding the benefits of CERT programs, it should be noted that the majority of the information referenced is merely conceptual and since it has not yet been tested, and as yet to be proven effective, however, several educational benefits were suggested. First, the community would become better educated about potential disasters and the proper action to take during a disaster. Individuals in the community would learn how to identify and anticipate hazards thereby reducing fire hazards in the home and workplace (Citizens Corps, 2002). This education involves helping the community with emergency plans, neighborhood exercises, preparedness outreach, fire safety education and workplace safety. Furthermore, participants in CERT programs maintain a higher level of home and workplace preparedness and are more informed about risks and vulnerabilities in the community or workplace (Citizens Corps, 2002). Often, the establishment of a CERT program builds stronger relationships between emergency responders and the community. According to FEMA’s *We the People* (Council for Excellence in Government, 2004), eighty-six percent of first responders believe that there is a role for the average citizen to assist first responders in
different capacities. This relationship aids in bridging the vulnerability gap between emergency response and resources required in times of a disaster. CERT programs provide structure to the volunteer process and specific training to the CERT members. This structure provides the control necessary in chaotic situations. According to the Office of Homeland Security (2005), this inevitably leads to a faster response by emergency responders. Finally, a CERT program builds a cooperative community effort and provides an effective way for volunteers and organizations to work together in a disaster. Furthermore, volunteers are more inclined to seek future community service opportunities if managed efficiently National Voluntary Organizations Active in Disasters [NVOAD], 2007). According to the National Blueprint (2006) executive summary, approximately twenty percent or more of local responder capacity is diverted to manage the influx of volunteers and material during a crisis. Due to the use of well-trained local volunteers through Citizens Corps Councils in programs, such as CERT, this need for additional first responders is reduced, thereby allowing more responder capacity for response and containment (National Blueprint for Secure Communities, 2006). Tim Conley, from IMERT, also echoes the need for well-trained volunteers (personal communication, May 29, 2007). Conley stated the importance of planning and getting volunteers to acquire the necessary credentials prior to the event (personal communication, May 29, 2007). Volunteers need to have background checks performed and licenses verified (personal communication, May 29, 2007). There is a national effort to standardized medical credentialing, and Conley serves as a spokesperson at the national level (personal communication, May 29, 2007).

The final research question, what are some methods used by CERT organizations to manage volunteers, was answered with information from CERT Web site (Citizens Corps, 2002). CERT members organize spontaneous volunteers who have not had training. Volunteer
management is a critical aspect of a CERT program. According to Conley (personal communication, May 29, 2007), having a well-defined system provides a framework for utilizing volunteers. This begins with designing and implementing a system to credential professional volunteers. Within this framework is a system of legal protection, which encompasses both workman’s compensation coverage and background checks (personal communication, May 29, 2007). According to Conley, volunteers need to be legally protected and have workman’s compensation coverage. Individuals simply cannot volunteer to assist others without knowing they and their families are protected should an unforeseen event occur. Finally, the method of managing volunteers involves spontaneous unaffiliated volunteers (SUVs) being properly assigned and operating under appropriate supervisors within the emergency management system (NVOAD, 2007 and FEMA, 2004a). Proper allocation is determined based on the strength and resource of the SUV during a disaster (NVOAD, 2007, and FEMA, 2004a). Furthermore, the system to manage SUVs should be administered by experienced coordinators who are able to remain flexible, self-sufficient, communicate the risk involved in the disaster, and coordinated with local emergency management experts (NVOAD, 2007, and FEMA, 2004a).

Both Conley (personal communications, May 29, 2007) and Roberts (personal communication, June 5, 2007) consider SUVs to be problematic. During his Katrina deployment in 2006, Conley experienced managing SUVs. In order for volunteers to be effective, Conley believes they must have a purpose and mission to exist, possess the necessary credentials, have the proper training, and have organizational structure (personal communications, May 29, 2007). If volunteers have all these, they are no longer unaffiliated or spontaneous. Therefore, volunteers can serve their community while operating within this framework (personal communications, May 29, 2007). Roberts’ goal is not to have any spontaneous volunteers emerge during disasters.
He hopes that someday all volunteers will become affiliated with various volunteer groups available in Illinois (personal communication, June 5, 2007). Although he admits this may be an ambitious goal, he believes every citizen should offer their services, referring to President Bush’s USA Freedom Corps initiative, prior to the disaster event (personal communication, June 5, 2007). He also acknowledged the commitment required by emergency responders to manage spontaneous volunteers at the time of the disaster and stressed the importance of affiliating volunteers (personal communication, June 5, 2007).

DISCUSSION

The study results revealed that the GFD offers minimal disaster preparedness information to community members. The only source available to the community is through the Village Web site where the information is provided through links to outside agencies and by the monthly Village Newsletter that includes occasional information (Village of Glenview, n.d.b). All other disaster preparedness materials appear to be absent. While the GFD and the Village of Glenview are not equipped with a disaster preparedness plan involving the community, there are many other communities with either CERT or CERT-type programs. With recent disasters and President’s Bush call to action, agencies understand the value of CERT and other volunteer organizations. Emergency responders across the nation are forming partnerships with volunteer agencies to fill gaps and decrease risk during disasters. According to Citizens Corps (2002), CERT programs have expanded beyond the basic training components to supplement their response capabilities. The study results illustrate the benefits of CERT as well as other volunteers groups. According NVOAD (2007), this cooperative effort has proven to be the most effective way for a wide variety of volunteers and organizations to work together in a crisis. In addition to providing faster response, stronger relationships in the community are established.
Most significantly, according to the Council for Excellence in Government (2004), CERT programs heighten neighborhood awareness levels and increase the preparedness knowledge in the community. GFD unquestionably can heighten disaster preparedness knowledge and thereby increase stronger relationships. Ultimately, citizens may be enticed to become actively involved in Citizens Corps volunteer groups.

The study also revealed other potential benefits to the community. Several organizations have begun to develop standardized tools to assist governments and related stakeholders in understanding, guiding, monitoring, and establishing indicators and benchmarks for disaster risk reduction. GFD could leverage this guidance and focus future efforts by following this framework (International Strategy for Disaster Reduction [ISDR], 2005).

While the focus of this ARP was to explore the establishment of a CERT program to increase disaster preparedness and emergency response, it was also discovered that the GFD could take advantage of other volunteer groups to reduce community risk. Although one motivator for this ARP was to meet the need of the GFD Business Plan objective, “improve preparedness for coordinated response to natural and manmade disasters,” (Appendix A, 2006 p. 31) to truly prepare the community, this plan needs to move beyond words on a paper and become part of the fabric of the community. According to Dr. Lasker (2007), his study has found that strategies and plans are being developed without directly involving the public.

The GFD must establish methods to better prepare and respond to all hazards disasters. For the GFD, creating a CERT Program will satisfy the Village’s goal of having a disaster preparedness program, but this does not necessarily guarantee a disaster-ready community. As Dr. Lasker points out, “Without hearing from the public directly, planners can’t possibly be aware of the barriers and risks that make it difficult for certain groups of people to protect
themselves in emergencies or what could be done to address those problems” (Lasker, 2007, p.62).

As discovered by Los Angeles Fire Department (LAFD) after the Whittier-Narrows earthquake, early disaster preparation is the key to success (Citizens Corps, 2002). GFD should follow LAFD’s example by developing a division similar to the LAFD’s Disaster Preparedness Division created over twenty years ago (Borden & Lee, 2002). Following the lead of Sarasota’s Emergency Management Agency, GFD should create a culture of preparedness reiterating the message that preparedness is not the responsibility of a single individual or government office, it is the responsibility of all members of the community working together to prepare, respond and recover from the effects of the disaster (Sarasota County Government, 2007). This culture of preparedness and volunteerism will result in safer, stronger communities at home, the workplace and in neighborhoods. Therefore, if a disaster takes place in Glenview, engaged volunteer citizens will accelerate the community’s ability to respond and heal faster.

The use of spontaneous unaffiliated volunteers (SUVs) oftentimes may be unavoidable. Despite the convergence or the mass movement towards a disaster site as experienced in New York during 9/11, first responders should anticipate the presentation of SUVs and incorporate them into disaster plans (Fernandez et al., 2006). Emergency first responders need to fulfill their duties without the added responsibility of managing volunteers (NVOAD, 2007). Otherwise, twenty percent or more of the local responder capacity may be diverted to manage the influx of volunteers and materials during a crisis (National Blueprint for Secure Communities, 2006). Conley (personal communications, 2007) and Roberts (personal communications, 2007) both concur on the utilization of SUVs. Based on Conley’s experience during Katrina, SUVs will become problematic for emergency workers. Therefore, in order for volunteers to be effectively
used in times of disasters, Conley stated SUVs must have a purpose and mission to exist, posses the necessary credentials, have the proper training, and be supported by a strong organizational structure (T. Conley, personal communications, 2007). Thus, they are no longer SUVs but instead affiliated volunteers. Roberts was optimistic that in Illinois, SUVs eventually would be affiliated with one of several available volunteer groups (M. Roberts, Conley (personal communications, 2007). Using well-trained local volunteers through programs, such as CERT, staffing needs can be reduced allowing more responder capacity for response and containment (National Blueprint for Secure Communities, 2006). “In 95 percent of all emergencies, the victim or bystander provides the first immediate assistance on the scene” (Citizens Corps, 2004, p. 1). Certainly, GFD could benefit greatly during a disaster by having CERT volunteers ready to respond in the community. This disaster volunteering is necessary for the recovery and healing of people and communities (NVOAD, 2007). Ultimately, it is critical for citizens to prepare for, respond to, recover from, and mitigate the effects of a disaster.

RECOMMENDATIONS

The first recommendation is to significantly improve the community knowledge regarding disaster preparedness. Community members need to identify the importance of having a preparedness kit, family separation plan, and understand the importance of establishing neighborhood groups. Standardized public education and media messages should be developed. GFD needs to connect community members to disaster preparedness information and affiliated organizations. A good source document for citizens to gain preparedness knowledge is the FEMA publication Are You Ready? (2004a). Additionally, citizens should be encouraged to complete the IS-22 course – Are You Ready? An In-depth Guide to Citizen Preparedness (FEMA, 2004a). The Village of Glenview Web site can publicize Public Safety Announcements
(PSAs) and provide the link to download *Are You Ready?* In addition to the Village Web site, all other available means to connect with and communicate to the residents should be leveraged including the monthly village newsletter, cable channel, two local area newspapers, school newsletters, and printed brochures. Brochures should be developed and made available at Village sites, schools, fire and police stations, churches and businesses. A call to action for citizen involvement should capture the spirit of volunteerism in America and allow for the ability to step forward in disaster preparedness. The message is loud and clear – people want to volunteer. In fact, two-thirds of American citizens would gladly volunteer time to train and prepare themselves to help with homeland security efforts. However, citizens simply do not know how to connect in a useful way (Council for Excellence in Government, 2004). GFD must find a way to make this connection, and GFD must create a community culture of disaster preparedness.

The next recommendation is to develop a volunteer program that includes establishing a CERT program. Every citizen has something to offer the community by becoming affiliated through a volunteer group. It has been proven, through research, that unaffiliated volunteers will emerge spontaneously during times of disasters (Fernandez et al., 2006). As a result, procedures need to be developed, implemented, and practiced using volunteers. Experienced volunteer leaders need to be identified, recruited and appointed. Partnerships with community members, businesses, volunteer groups, and emergency responders need to be established and nurtured. A systematic process to recruit, promote, supervise, manage, and train for the CERT program must be created. In establishing a structure of a CERT program, a clear goal would be to educate and train CERT members and stakeholders in disaster preparedness. To be successful with this goal, Glenview needs to reach beyond the concept of preparedness and begin the action of becoming prepared.
To minimize the effects of a disaster, there must be a cooperative effort between the volunteer service, professional first responders, and all levels of government. GFD should assume the lead in this effort. Community leaders should be measured by the progress attained in the community through enhanced local capability to manage and reduce risk. In order to assure success, key decision makers at GFD and the Village and political leaders must support this initiative. This will require a new level of cooperation and commitment from village leaders. Strategic plans should be incorporated to reflect how these partnerships will accomplish organizational goals. Based on data from Conley (personal communication, May 29, 2007) and Roberts (personal communication, June 5, 2007), strategic plans should also incorporate current and future funding sources and include ways to keep volunteer groups more active.

The focus of this ARP began with the concept of using a CERT program at GFD to decrease community risk. A national CERT program is readily available and includes standard components. However, this ARP discovered crucial information beyond the limitation of CERT programs in the use of volunteers. The GFD Business Plan should include nationally recognized volunteer programs. In addition to CERT, a network needs to be established between other volunteer groups to fully capitalize on every citizen’s talents and abilities. Ultimately, the GFD can reduce community risk through better preparing residents to respond to all hazards disasters and eventually capitalize on using volunteer talents within the emergency management system.
REFERENCES LIST

American Red Cross. (May 2005). *The American Red Cross and The Home Depot Form Partnership to Educate 1 Million People on Hurricane and Disaster Preparedness.*

Atlanta, GA: Author, 1.


Appendix A


Objective - Improve preparedness for coordinated response to natural and manmade disasters. FY2006-07

Ties to citywide goals of:

- Facilitate expedient decision-making by providing quality staff information and analysis to Board of Trustees.
- Provide for a well trained, experienced, professional Village staff.
- Provide quality public services that are efficient and comprehensive.
- Provide customer-focused Village services that are responsive and efficient for all through continuing organizational development and enhanced technology.

Strategies

- Provide lead role for the participation and commitment of Village and outside resources needed provide a coordinated response to large scale incidents.
- Develop a detailed local plan for the pharmaceutical distribution.
- Establish an EOP maintenance committee from among Village middle managers.
- Update the EOP annually.
- Work with Police Department to transition EOC into the new Police Station.
- Test local disaster response through simulation exercises as mandated by IEMA.
- Research the possibility of creating a Citizens Emergency Response Team (CERT)

Performance targets

- Conduct one evaluated exercise bi-annually.
- Conduct a full-scale exercise every 8 years.
- Conduct shelter evaluations with the American Red Cross annually.
- Secure letters of agreement from local shelters annually.
- EOC staff attendance at one management level EMA course annually.
- Achieve Cook County EMA approval of Village EOP bi-annually.
- Achieve 100% representation of Village departments at every drill and exercise.
- Achieve 100% representation of Village departments in EOP planning, maintenance, and updatin
Appendix A

Glenview Fire Department – Business Plan 2006-2007

Objective - Improve preparedness for coordinated response to natural and manmade disasters.

Strategies

Provide lead role for the participation and commitment of Village and outside resources needed to provide a coordinated response to large scale incidents.

<table>
<thead>
<tr>
<th>Step</th>
<th>Action</th>
<th>Who</th>
<th>When</th>
<th>Done</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Establish an Emergency Preparedness Committee; include representatives from each Village Department.</td>
<td>Hutchison</td>
<td>Jul 06</td>
<td>☐</td>
</tr>
<tr>
<td></td>
<td>Comment</td>
<td></td>
<td></td>
<td>Modified</td>
</tr>
<tr>
<td></td>
<td>Kickoff meeting is October 18, 2006 at Department Director Meeting. First committee meeting is scheduled for first week of November, 2006.</td>
<td></td>
<td>10/17/2006</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Establish a kickoff meeting date for the Emergency Preparedness Committee.</td>
<td>Hutchison</td>
<td>Jul 06</td>
<td>☐</td>
</tr>
<tr>
<td></td>
<td>Comment</td>
<td></td>
<td></td>
<td>Modified</td>
</tr>
<tr>
<td></td>
<td>First week of Nov, 2006.</td>
<td></td>
<td>10/17/2006</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Appoint an Assistant EMA Coordinator from the ranks of the Police Department.</td>
<td>Globeger</td>
<td>Jul 06</td>
<td>☐</td>
</tr>
<tr>
<td></td>
<td>Comment</td>
<td></td>
<td></td>
<td>Modified</td>
</tr>
<tr>
<td></td>
<td>The subject will be discussed at the Department Director level.</td>
<td></td>
<td>10/17/2006</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Define objectives for the committee and roles for its members. [moved from &quot;EOP Maint. Committee&quot; strategy]</td>
<td>Hutchison</td>
<td>Sep 06</td>
<td>☐</td>
</tr>
<tr>
<td></td>
<td>Comment</td>
<td></td>
<td></td>
<td>Modified</td>
</tr>
<tr>
<td></td>
<td>Objectives will be discussed and defined at the first committee meeting. This will allow each village department to have input.</td>
<td></td>
<td>10/29/2006</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Review all functional annexes and Emergency Action Checklists to ensure their effectiveness. [moved from &quot;EOP Maint. Committee&quot; strategy]</td>
<td>Hutchison &amp; Co</td>
<td>Jan 07</td>
<td>☐</td>
</tr>
<tr>
<td>6</td>
<td>Evaluate the effectiveness of the sheltering annex. [moved from &quot;EOP Maint. Committee&quot; strategy]</td>
<td>Hutchison &amp; Co</td>
<td>Jan 07</td>
<td>☐</td>
</tr>
</tbody>
</table>
Appendix A
Glenview Fire Department – Business Plan 2006-2007

Test local disaster response through simulation exercises as mandated by IEMA.

<table>
<thead>
<tr>
<th>Step</th>
<th>Action</th>
<th>Who</th>
<th>When</th>
<th>Done</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Include participation of all Village departments at every drill and exercise.</td>
<td>Globner</td>
<td>Mar 07</td>
<td>□</td>
</tr>
<tr>
<td>2</td>
<td>Provide drill scenarios that test the abilities of multiple Village departments: primarily Police, Fire, Health, Water, Public Works, Communications, Finance, and the Manager’s Office.</td>
<td>Hutchison</td>
<td>Mar 07</td>
<td>□</td>
</tr>
</tbody>
</table>

Research the possibility of creating a Citizens Emergency Response Team (CERT)

<table>
<thead>
<tr>
<th>Step</th>
<th>Action</th>
<th>Who</th>
<th>When</th>
<th>Done</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Determine budget requirements.</td>
<td>EOP Committe</td>
<td>Jun 07</td>
<td>□</td>
</tr>
<tr>
<td>2</td>
<td>Research training curriculums.</td>
<td>EOP Committe</td>
<td>Jun 07</td>
<td>□</td>
</tr>
<tr>
<td>3</td>
<td>Determine qualifications required of potential members.</td>
<td>EOP Committe</td>
<td>Jun 07</td>
<td>□</td>
</tr>
<tr>
<td>4</td>
<td>Decide if the benefits would justify the cost.</td>
<td>EOP Committe</td>
<td>Jun 07</td>
<td>□</td>
</tr>
</tbody>
</table>
OBJECTIVE 5

Improve the efficiency and effectiveness of the Public Education Division

Relates to Goals 4 and 5

Strategies
- Publish a course catalogue to better serve the public and to provide on-duty personnel with the ability to provide effective ad hoc presentations
- Match services to customer need/demand — mail questionnaire to residents
- Annually review curriculum and consider modifying information, methods, and media
- Expand offerings for seniors/senior facilities (general safety; high rise; senior facilities emergency operations)

Performance Targets
- Achieve __% positive student feedback on post-instruction evaluation forms
- Visit every classroom, preschool through grade 12 in every school, public and private
- Train every 7th grader in the Heimlich Maneuver

OBJECTIVE 6

Improve preparedness for coordinated response to natural and manmade disasters

Relates to Goals 4 and 5

Strategies
- Secure the participation and commitment of resources within Village Government needed to provide a coordinated response to large scale incidents
- Update the EOP annually
- Establish an EOP maintenance committee from among Village middle managers
- Secure the needed response and resources of other local agencies including State, County, and the private sector
- Test local response through simulation exercises

Performance Targets
- Conduct __ tabletop drills annually for top level management
- Conduct __ Village disaster exercises annually
- Attendance at one management level EMA course annually by Village managers
- Achieve 100% representation of Village departments at every drill and exercise
- Achieve 100% participation of Village departments in EOP maintenance and updating
## Appendix B

### Computer Aided Dispatch (CAD)

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**SPECIAL INSTRUCTIONS/INFORMATION:**

"CHIEFS" means rank of shift commander or above

Station 6 – 1815 Glenview Road (West of Waukegan, East of Harlem)
Station 8 – 1901 Landwehr Road (North of West Lake/Euclid, South of Willow)
Appendix D

The Illinois Medical Emergency Response Team
Tim Conley Captain/Team Commander
Telephone Interview
May 29, 2007 9:00 AM

Statistics:

Title: Captain/Team Commander

1. How long at current position? 5 years

2. Number of volunteers: 1,400 Doctors, Nurses, EMT’s & EMT/P’s, & Support Staff (logistics)

3. How long have you been an IMERT member? 8 years

4. What problems and challenges has IMERT dealt with while managing volunteers?

   Conley stated that funding has been a problem for IMERT. IMERT volunteers donate their
time to train and respond, technical knowledge, absorb the costs of gear and in many cases,
revenue lost from time away from their jobs. Many IMERT volunteers use their vacation
personal time to train and deploy to IMERT events. Following 9/11, the Federal government
provided money for affiliated volunteer groups such as IMERT. However, Conley stated
there is no sustainability funding available. Urban Search and Rescue (USAR) Teams are
facing a similar problem. In 2007, IMERT has relied on revenues generated from five grants
to help fund training costs.

   Another problem area was volunteer recruitment. Conley reported that in 2006, IMERT was
deployed to Katrina that resulted in treatment of 6,000 patients in 7 days with three deaths.

   Fortunately for IMERT, their membership increased by over 700 since the Katrina
deployment. In 2007, IMERT volunteers total 1,400.

5. What type of systematic organization do you believe, based on your experience, is needed to
   manage volunteers?
In order for volunteers to be effective, Conley believes they must have a purpose and mission to exist, possess the necessary credentials, have the proper training, and have organizational structure. If volunteers have all these, they are no longer unaffiliated or spontaneous. Therefore, volunteers can serve their community while operating within this framework.

Conley stated the importance of planning and getting volunteers to acquire the necessary credentials prior to the event. Volunteers need to have background checks performed and licenses verified. There is a national effort to standardized medical credentialing, and Conley serves as a spokesperson at the national level.

6. Do you feel that unaffiliated spontaneous volunteers could assist local agencies with disaster management?

According to Conley, spontaneous unaffiliated volunteers present problems for emergency workers. Conley related a predicament during their Katrina deployment. A physician offered his services while IMERT had been treating victims. This physician did not bring any food or water, needed sheltering, was unable to produce any credentials, and had no liability insurance or workman’s compensation coverage. Unfortunately, IMERT was unable to take advantage of this physician’s skills. Ultimately, the Logistics branch of IMERT was able to tend to his living necessities and he was eventually used at a low acuity area – IMERT supply division.

7. Do you have any recommendations that should occur at the local level prior to an event/disaster?

As stated earlier, funding will continue to be a problem. In 2007, IMERT was funded by five revenue sources provided by grants. Conley is worried that grant revenue will eventually be reduced and eliminated.
Conley recognizes the importance of keeping team members committed and functioning so they can remain effective. IMERT needs to be active, and Conley continually solicits additional call-outs, assignments, and missions. For example, IMERT performs medical team duties whenever the following Illinois teams are deployed: USAR, Weapons of Mass Destruction, Mutual Aid Box Alarm System (MABAS), or Army National Guard. IMERT takes an active role in Illinois’s pandemic flu distribution plan. Additionally, Conley aggressively offers IMERT services to agencies and will respond to any stricken area when requested. Such requests occurred in the summer of 2006 during Chicago’s heat wave and Southern Illinois’ stricken tornado area.
Appendix E

Illinois Department of Public Health
Office of Preparedness & Response
Matthew Roberts, MPH
Emergency Response Coordinator Disaster Planning
Readiness
Telephone Interview
June 5, 2007 4:30 PM

Statistics

Title: Emergency Response Coordinator Disaster Planning Readiness, IDPH

1. How long at current position?  3 years

2. How long have you been at your member?  3 years

3. Prior to IDPH, what work did you perform? Medical Reserve Corps

4. What problems and challenges has Illinois dealt with while managing volunteers?

   The key to keeping volunteer groups successful is recruiting people and making it attractive so
   that they want to become a member. Volunteer groups have to market their organization. For
   example, Roberts made referenced to the Kane County “Rough Riders” a group of motorcycle
   riders. They wanted to improve their negative perceived role within the community so they had
   established a local medical reserve volunteer group.

   Roberts has been tasked by Office of Homeland Security to design a brochure that describes
   each volunteer group in the State of Illinois. The intent of this brochure is to intrigue and
   attract volunteers to get involved by determining which volunteer group they should become
   affiliated and involved. Upon completion, this brochure will be marketed, distributed and paid

5. What type of systematic organization do you believe, based on your experience, is needed to
manage volunteers?
Roberts stated that based on his experience, the main problem is the lack of coordination rather than the lack of resources. Particularly in Cook County, he admitted that there are plenty of resources available to respond when requested. However, there needs to be better coordination at local & county levels and better systematic organization is required at the emergency management level. He believes this can best be achieved at the county level and eventually through the Illinois Emergency Management Agency (IEMA).

6. Do you feel that unaffiliated spontaneous volunteers could assist local agencies with disaster management?

Roberts supports affiliated volunteers at all levels – local, state and federal. Roberts’ goal is not to have any spontaneous volunteers emerge during disasters. He hopes that someday all volunteers will become affiliated with various volunteer groups available in Illinois. Although he admits this may be an ambitious goal, he believes every citizen should offer their services, referring to President Bush’s USA Freedom Corps initiative, prior to the disaster event. He also acknowledged the commitment required by emergency responders to manage spontaneous volunteers at the time of the disaster and stressed the importance of affiliating volunteers.

7. Do you have any recommendations that should occur at the local level prior to an event/disaster?

Funding for volunteer groups continues to be an evolving issue in the State of Illinois. Roberts stated there were limited funds available for volunteer groups to use from the pandemic flu grants. Future project directed by ITTF is to standardize identification badges that will verify the volunteer licensure(s), training, background check, and credentials.
## Telephone Log

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