

*Public Administration Program*

*Applied Research Projects*

---

Texas State University

Year 2004

---

An Assessment of Local Citizen Corps  
Councils

Jerry Thompson

Texas State University-San Marcos, Political Science Department,  
Public Administration, [jgnbthompson@prodigy.net](mailto:jgnbthompson@prodigy.net)

# **An Assessment of Local Citizen Corps Councils**

An Applied Research Project  
(Political Science 5392)

Presented to the Department of Political Science  
of Texas State University – San Marcos  
In Partial Fulfillment  
of the Requirements

for the Degree

Masters of Public Administration

by

Jerry Thompson, B.S.

San Marcos, Texas  
December 2004

Faculty Approval:

---

Dr. Patricia Shields

---

Kevin Baum

## Table of Contents

Table of Contents	2
Abstract	5
Chapter One – Introduction and Statement of Purpose	
Introduction	6
Statement of Purpose	7
Chapter Summaries	8
Chapter Two – Citizen Corps History and Development	
Chapter Purpose	10
USA Freedom Corps	10
Citizen Corps and Citizen Corps Councils	11
Funding for Citizen Corps	14
Summary	15
Chapter Three – Literature Review	
Chapter Purpose	16
History of Civil Defense and Emergency Management	16
Pre-1950	17
The 1950s	18
The 1960s	19
The 1970s	20
The 1980s and 1990s	22
The 2000s	23
Local Community and Disaster Response	24
Citizen Response to Disasters	25
Volunteers and Disasters	26
Formation of the USA Freedom Corps (US AFC)	27
Citizen Corps Councils	28
Conceptual Framework for the Establishment of a Citizen Corps Council	28
Presentation of the Conceptual Framework Sources	
Table: Establishment of a Citizen Corps Council	35
What is a Volunteer?	36
Who are the Volunteers?	36
Research and Surveys on Volunteer Service and Local Government	38
Best Practices for Volunteer Management	39
Conceptual Framework for the Best Practices for Volunteer Management	40
Presentation of the Conceptual Framework Sources	
Table: Best Practices for Volunteer Management	45
Summary	46

Chapter Four – Methodology	
Chapter Purpose	48
Survey Research	48
Focused Interviews	49
Operationalizing the Best Practice Models:	
Survey and Interview	50
Content Analysis	52
Operationalizing the Best Practice Models:	
Content Analysis	54
Sample	55
Discussion of Data Collection Process	56
Summary	57
Chapter Five – Results	
Chapter Purpose	58
Establishment of the Citizen Corps Council	58
Sectors for the Community Represented	
On the Citizen Corps Council	58
Mission or Purpose Statement and Action Plan	61
Citizen Corps Programs Directly Supported	62
Use of Best Practices for Volunteer Management	63
On-going Management	63
Support of Volunteers	67
Training	69
Summary	70
Chapter Six – Conclusion	
Chapter Purpose	71
Summary of Findings for Establishment of a	
Citizen Corps Council	71
Discussion of Findings on the Establishment of	
Citizen Corps Councils	72
Recommendations on the Establishment of	
Citizen Corps Councils	74
Summary of Findings on Volunteer Management by a	
Citizen Corps Council	75
Discussion of Findings of the Use of Best	
Practices for Volunteer Management	76
Recommendations for Volunteer Management by the	
Citizen Corps Councils	78
Overall Recommendations for Citizen Corps Councils	79
Future Research	80

Appendix A	E-mail Survey Request Sent on September 15, 2004	81
Appendix B	Survey of Citizen Corps Councils that Serve Cities or Towns	83
Appendix C	E-mail Survey Second Request Sent on September 22, 2004	86
Appendix D	Focused Interview Questions	88
Appendix E	Coding Scheme for the Content Analysis	89
Appendix F	References	91

## **An Assessment of Local Citizen Corps Councils**

### **ABSTRACT**

“We've been offered a unique opportunity, and we must not let this moment pass. My call tonight is for every American to commit at least two years -- 4,000 hours over the rest of your lifetime -- to the service of your neighbors and your nation.” (President George W. Bush, State of the Union on January 29, 2002) The Citizen Corps and local Citizen Corps Councils were created to help citizens answer this call to service.

There are two purposes of this research. The first purpose is to develop two best practice models. One concentrates on the establishment of Citizen Corps Councils and the second focuses on the management of volunteers by the Councils. The second purpose is to assess the establishment of Citizen Corps Councils and the management of volunteers using these best practice models.

The research methods used for this applied research project included survey research, focused interviews, and content analysis. Survey research gathers information on how the councils were established and how they manage volunteers. Focused interviews are used to closely examine the management practices. Content analysis is used to examine documents developed.

The results from the examination of the data collected from these research methods showed that Citizen Corps Councils did not follow the proposed guidelines for their establishment. The results also indicated that the Citizen Corps Councils do not follow the recommended best practices for volunteer management.

## Chapter One

### Introduction and Statement of Purpose

#### Introduction

On September 11, 2001, the world changed for America. In response to the acts of terrorism on that day many new programs were developed or reorganized into the Department of Homeland Security. The USA Freedom Corps<sup>1</sup> is one of the new programs that grew from the response of American citizens to the tragic events of September 11<sup>th</sup> (Brudney and Gazley, 2002, 34). At that time, citizens showed their eagerness to assist government emergency management efforts (Brudney and Gazley, 2002, 34).

“We've been offered a unique opportunity, and we must not let this moment pass. My call tonight is for every American to commit at least two years -- 4,000 hours over the rest of your lifetime -- to the service of your neighbors and your nation.” President George W. Bush made this statement during his State of the Union message on January 29, 2002. The Citizen Corps, as part of the USA Freedom Corps, helps citizens to answer the President's call to service. The Citizen Corps Councils are the local groups that implement the programs of the Citizen Corps.

Citizen Corps creates opportunities for individuals to volunteer to help their communities prepare for and respond to local emergencies by bringing together local leaders, citizen volunteers, law enforcement officials, and emergency management professionals. Citizen Corps Councils have the responsibility to coordinate local efforts. The function of these Councils is to manage existing volunteer resources, network efforts

---

<sup>1</sup> USA Freedom Corps (USAFC) was established by Executive Order 13254 signed by President George W. Bush on January 30, 2002. The USAFC includes the federally supported service programs Peace Corps, AmeriCorps, Senior Corps, Learn and Serve America and Citizen Corps programs, ([www.usafreedomcorps.gov](http://www.usafreedomcorps.gov)).

of groups, and develop local plans to implement the Citizen Corps at the community level.<sup>2</sup>

The following statement is found on the Citizen Corps web site:

We live in a different world than we did before September 11, 2001. We are more aware of our vulnerabilities, more appreciative of our freedoms, and more understanding that we have a personal responsibility for the safety of our families, our neighbors, and our nation. But we also know that we can take action now to help protect our families, help reduce the impact an emergency has on our lives, and help deal with the chaos if an incident does occur.<sup>3</sup>

Citizen Corps Councils are one mechanism being used for taking action to protect our families, reducing the impact of an emergency, and assisting with controlling the confusion surrounding an incident.

As of August 10, 2004, 53 State/Territory Citizen Corps Councils and 1,224 County/Local/Tribal Citizen Corps Councils were registered on-line at the Citizen Corps web site, ([www.citizencorps.gov](http://www.citizencorps.gov)). Citizen Corps Councils are so new that formal assessments of their establishment and volunteer management processes have not been done. This study addresses this need.

### **Statement of Purpose for the Applied Research Project**

There are two purposes of this research. The first purpose is to develop two best practice models<sup>4</sup>. One concentrates on the establishment of Citizen Corps Councils and the second focuses on the management of volunteers by the councils. The second purpose

---

<sup>2</sup> The Federal Emergency Management Agency (FEMA) published *The Citizen Corps: A Guide for Local Officials* (April, 2002), which details these responsibilities and functions among other recommendations that will be discussed later in this paper.

<sup>3</sup> Information found at [www.citizencorps.gov](http://www.citizencorps.gov) on September 1, 2004.

<sup>4</sup> Best practice models are also known as practical ideal types.

is to assess the establishment of Citizen Corps Councils in the United States<sup>5</sup> and the management of volunteers by these councils using the best practice models.

### **Chapter Summaries**

The next chapter answers the question, “What are Citizen Corps Councils?” with particular attention given to their structure and responsibilities. The answer to this question creates an insight into the basic operation of the councils and also lets the reader develop an understanding of the point of view of the survey respondents.

Chapter Three is a review of the literature of the organizing principles that are suggested for the establishment of Citizen Corps Councils. This chapter also addresses best practices for volunteer management as presented in both scholarly and practitioner literature. The chapter begins with a review of the history of civil defense and emergency management in the United States. A review of the literature on citizen response to disasters is included. The chapter presents information on who volunteers and how local governments have tapped into the volunteer resource. The development of the practical ideal types<sup>6</sup> that are used to assess the establishment of Citizen Corps Councils and their volunteer management practices are presented in Chapter Three. The conceptual framework practical ideal type is presented in a table linking the categories to literature sources.

The research methods used in this project are survey research, focused interviews, and content analysis. A discussion of the strengths and weaknesses of these three research methods is included in Chapter Four. There is an explanation of how the data collection

---

<sup>5</sup> The Councils registered on the Citizen Corps Council web site as of August 10, 2004 will be used for this research project.

<sup>6</sup> Practical ideal types are also known as a best practice models.

instruments tie directly into the conceptual framework. The chapter presents how the data was collected from each instrument including all the questions on the survey, all the questions for the focused interviews, and all the documents used in the content analysis.

Chapter Five outlines the findings from the survey, interviews, and content analysis. This outline is presented using descriptive statistics in both table and narrative format.

The final section of this applied research project paper summarizes the findings of the applied research project. The summary is presented in response to the restated purpose statement and includes how the findings address this statement. Chapter Six includes summary tables with the results presented by practical ideal type categories. The table includes an illustration of how close the responding Citizen Corps Councils are to the practical ideal types presented in the paper. Recommendations for improving the Citizen Corps Councils to help them reach the practical ideal type are included as well as recommendations for future research.

## Chapter Two

### Citizen Corps History and Development

#### Chapter Purpose

The purpose of this chapter is to provide information on the history and development of the Citizen Corps. The chapter provides information on the USA Freedom Corps and its relation to the Citizen Corps. Information is provided on what the process is to become a registered Citizen Corps Council and what the requirements are of that registration. Survey research is one method used to accomplish the second purpose of this research project which is to assess the establishment of the Citizen Corps Council and its volunteer management practices when compared to practical ideal types.<sup>7</sup> The survey respondents are described as to why they were chosen to answer the questions. The chapter concludes with information on funding sources for Citizen Corps Councils.

#### USA Freedom Corps

The beginning of the USA Freedom Corps can be traced to the tragedy of September 11, 2001. The nation was unprepared for the terrorist attacks on that day (*The 911 Commission Report, 2004*). The Executive Summary of *The 911 Commission Report* (2004) states, “We call on the American people to remember how we all felt on 9/11, to remember not only the unspeakable horror but how we came together as a nation, one nation. Unity of purpose and unity of effort are the way we will defeat this enemy and make America safer for our children and grandchildren.” (2)

President George W. Bush had already asked the American people to join in the “unity of effort.” In his State of the Union Message on January 29, 2002, President Bush issued a call to service when he said:

---

<sup>7</sup> Practical ideal types are also known as a best practice models.

We want to be a nation that serves goals larger than self. We've been offered a unique opportunity, and we must not let this moment pass. My call tonight is for every American to commit at least two years -- 4,000 hours over the rest of your lifetime -- to the service of your neighbors and your nation. Many are already serving, and I thank you. If you aren't sure how to help, I've got a good place to start. To sustain and extend the best that has emerged in America, I invite you to join the new USA Freedom Corps. The Freedom Corps will focus on three areas of need: responding in case of crisis at home; rebuilding our communities; and extending American compassion throughout the world.

One purpose of the USA Freedom Corps will be homeland security. America needs retired doctors and nurses who can be mobilized in major emergencies; volunteers to help police and fire departments; transportation and utility workers well-trained in spotting danger.

Our country also needs citizens working to rebuild our communities. We need mentors to love children, especially children whose parents are in prison. And we need more talented teachers in troubled schools. USA Freedom Corps will expand and improve the good efforts of AmeriCorps and Senior Corps to recruit more than 200,000 new volunteers.

And America needs citizens to extend the compassion of our country to every part of the world. So we will renew the promise of the Peace Corps, double its volunteers over the next five years and ask it to join a new effort to encourage development and education and opportunity in the Islamic world.

This time of adversity offers a unique moment of opportunity -- a moment we must seize to change our culture. Through the gathering momentum of millions of acts of service and decency and kindness, I know we can overcome evil with greater good.<sup>8</sup>

Executive Order 13254 signed by President Bush the next day created the USA Freedom Corps (US AFC). The US AFC is a White House council that advises the President on federal efforts for promoting volunteerism (Lenkowsky, 2003, 10). The membership of this White House council is comprised of cabinet members and agency heads with the President serving as the chair (EO 13254, 2002). The US AFC consists of the Peace

---

<sup>8</sup> Excerpt taken for the 2002 State of the Union message found at [www.whitehouse.gov/news/releases/2002/01/20020129-11.html](http://www.whitehouse.gov/news/releases/2002/01/20020129-11.html) on October 1, 2004.

Corps, Senior Corps, AmeriCorps, and Citizen Corps. Desiree T. Sayle is currently serving as the Deputy Assistant to the President and Director of the USA Freedom Corps.

### **Citizen Corps and Citizen Corps Councils<sup>9</sup>**

The Citizen Corps is a new program started under the umbrella of the USAFC. Its purpose is to help coordinate volunteer activities that make communities safer and more prepared to respond to disasters and emergencies. The Citizen Corps is under the direction of the Federal Emergency Management Agency (FEMA). FEMA is part of the Department of Homeland Security's Emergency Preparedness and Response component. The mission of the Citizen Corps is as follows:

Everyone can do something to be safer from the dangers we all face – natural disasters, terrorism, crime, public health issues, and other medical emergencies – and to help our communities be safer too.

This mission is accomplished through a network of national, state, and local Citizen Corps Councils.

The National Citizen Corps Council membership is drawn from a number of groups including first responders, emergency management, volunteer organizations, government, and the private sector. The National Council is chaired by Michael Brown, the current Under Secretary of Emergency Preparedness and Response. The council's purpose is to promote collaboration, not to be an advisory or governing body. It does not set national policy.

There are 54 State and Territory Citizen Corps Councils. The members of these statewide councils are appointed by the Governor. The main purpose of these councils is to promote the development of local Citizen Corps Councils.

---

<sup>9</sup> Information is adapted from the Citizen Corps website: [www.citizencorps.gov](http://www.citizencorps.gov).

Local Citizen Corps Councils can be developed by anyone. A member of the Citizen Corps Council can register a council at the Citizen Corps web site. According to the registration website: “It is important to have the support of the local elected leadership for your Council's jurisdiction - this could be the Mayor, City/Town Manager, County Commissioner - or the Emergency Management Director for your area. Please be sure your contact supports your interest in forming a Citizen Corps Council before submitting their name.” These local councils can be organized by tribal, city, county or region geographical areas. Table 2.1 presents the number of councils at four organizational levels of state/territory, county/region, tribal and city/town.

Table 2.1 Number Citizen Councils by Organizational Level

Level of Organization	Number of Councils
State or Territory	54
County or Region	658
Tribal	3
City or Town	595
Total	1,256

Source: Citizen Corps Council as of August 10, 2004.

There is at least one local council in 52 of the 54 states or territories.<sup>10</sup> There are at least two of the local types of organization in 43 of these 52 states or territories. City or town based councils are the only form of organization in 3 states and county or region councils are the only type in 6 states.<sup>11</sup> The state with the most county or regional councils with 64 is Ohio. New Jersey has the most city or town based councils at 112. A complete listing of the registered Citizen Corps Councils can be found at the following web site: [www.citizencorps.gov/citizenCorps/allCouncilList.do](http://www.citizencorps.gov/citizenCorps/allCouncilList.do).

<sup>10</sup> American Samoa and Guam do not have local Citizen Corps Councils.

<sup>11</sup> New Hampshire, Rhode Island, and U. S. Virgin Islands have city or town based councils. Hawaii, Maine, Montana, New Mexico, South Carolina, and Wyoming have count based councils.

A point of contact is required for each local council. This is the person that receives information from state or federal Citizen Corps partners. The name and email address of the point of contact is listed on the Citizen Corps website. The survey used for this research project was emailed to these points of contact.

There are no statutory or regulatory requirements associated with Citizens Corps Council registration. The guidelines to form a council can be found in *The Citizen Corps: A Guide for Local Officials* (FEMA, April, 2002).

### **Funding for Citizen Corps Councils**

There is limited federal funding available to support the councils. In Fiscal Year 2004 (which ended on September 30, 2004) \$35 million was allocated from the Department of Homeland Security Appropriations Act (FEMA). This funding was provided to the states through the Office of Domestic Preparedness. Each state determines the local award taking into account the mandate that at least 80% of the funding to a state must be awarded to local units of government within the state.

*The Citizen Corps: A Guide for Local Officials* (FEMA, April, 2002) states that a Citizen Corps Council can be organized using resources that already exist in the community. The *Guide* suggests low-cost ways for the private sector to support the council by donating printing costs, sponsoring a volunteer recruitment fair, sponsoring training for staff and volunteers, and by having an emergency preparedness plan for their business (FEMA, 2002, 15).

There is a variety of sources for federal funding and support for local Citizen Corps Councils or their programs.<sup>12</sup> These other sources of funding include the Corporation for National and Community Service; Department of Homeland Security –

---

<sup>12</sup> These programs include: CERT, VIPs, and Medical Reserve Corps.

FEMA; Department of Education Emergency Response and Crisis Management Program; U.S. Department of Justice Office of Community Oriented Policing Services (COPS); and the U.S. Department of Health and Human Services.

### **Summary**

The Citizen Councils were introduced in January 2002. This is an effort that is less than 3 years old. There is a national structure for the Citizen Corps and the Citizen Corps Councils. Each local council has an identified point of contact. Each point of contact for city or town based Citizen Corps Councils received an email requesting their assistance in completing the survey and providing documentation for the content analysis.

The following chapter provides examples and insights from the literature review. The best practice models for the establishment of Citizen Corps Councils and the management of volunteers by these councils are developed using these insights.

## **Chapter Three**

### **Literature Review**

#### **Chapter Purpose**

The purpose of this chapter is to present the findings from the literature for the following topics: history of civil defense and emergency management; citizen response to disasters; volunteers and disasters; establishment of the USA Freedom Corps and Citizen Corps; volunteer data; volunteers in local government and best practices for volunteer management. The literature leads to the development the best practice models<sup>13</sup> that are used to assess existing Citizen Corps Councils. The conceptual framework is both models that assess the Citizen Corps Councils. The last section of the chapter links the practical ideal type categories to the literature.

#### **History of Civil Defense and Emergency Management<sup>14</sup>**

Most of the history of civil defense and emergency management can roughly be defined by the decades starting with the 1950s. Over the six decades from the 1950s to today there are three phrases that have defined the strategies around civil defense and emergency management. These three phrases are “civil defense,” “civil preparedness,” and “emergency measures” (Davis, 2002, 14). Before this discussion begins, however, the incremental disaster relief efforts before 1950 are examined.

#### **Pre-1950**

A discussion of the recent history has to begin with the first federal response to a disaster in 1803. Three major fires in Portsmouth, New Hampshire caused the response. The Portsmouth fire disaster was more than local and state revenues could cover so an

---

<sup>13</sup> Best practice models are also known as practical ideal types.

<sup>14</sup> Material for this section has been adapted from FEMA ([www.fema.gov](http://www.fema.gov)); Tennessee Emergency Management Agency or TNEMA ([www.tnema.org](http://www.tnema.org)), Davis (2002); and Green (2004).

appeal was made for federal assistance. Federal disaster relief had its historical beginning with the passing of the Congressional Act of 1803. This act is considered the first disaster relief legislation. It provided assistance to Portsmouth. In the century that followed, individual pieces of legislation were passed more than 100 times in response to hurricanes, earthquakes, floods and other natural disasters. (TNEMA)

Several pieces of legislation were passed in the 1930s that expanded the federal government's role in disaster relief. The Reconstruction Finance Corporation was given authority to make disaster loans for repair and reconstruction of public facilities following an earthquake. Later, this authority was expanded to include other types of disasters. In 1934, the Bureau of Public Roads was given authority to provide funding for highways and bridges damaged by natural disasters. The Flood Control Act of 1936 allowed the U.S. Army Corps of Engineers greater authority to implement flood control projects (Green, 2004; TNEMA).

Prior to the creation of the Federal Civil Defense Administration (FCDA) in 1949 there was no organized system for the protection of the civilian population within the borders of the United States. It was assumed that no one could launch an attack of any significance within the borders. Following the attack on Pearl Harbor and the discovery that Germany was developing a missile that could strike the United States, it became apparent that the country was at risk. Once the Union of Soviet Socialist Republic (USSR) obtained the capability of a first strike atomic bomb, civil defense became a high priority and the Federal Civil Defense Administration was created (Green, 2004; TNEMA).

## **The 1950s**

The confusing distinction within the federal government around war-type civil defense activities and natural disaster relief efforts began in the 1950s. The decade began with the creation of the Federal Civil Defense Administration (FCDA) housed in the Office of Emergency Management (OEM) within the Executive Office of the President. OEM provided advice to the President regarding emergencies and disasters. It had no budget to offer direct assistance to local communities. Congress enacted the Federal Civil Defense Act of 1950 and the FCDA became an independent agency of the federal government. In September 1950, Congress passed the Federal Disaster Relief Act. This law allowed the federal government to provide some assistance to states during disasters and was administered within the Office of the President. The administration of the Federal Disaster Relief Act remained there until 1973. The Office of Defense Mobilization (ODM) was created by an Executive Order in December 1950. Initially this office coordinated federal mobilization activities during wartime (Green, 2004; TNEMA).

Civil defense programs were developed to protect the country from Soviet nuclear attacks. These programs included evacuation plans and sheltering options for the evacuees. The massive evacuation plans were never supported by Congress and most of the money for civil defense was spent on sheltering programs, including the study of existing buildings for use as shelters. The program became known as “duck and cover” (Green, 2004; TNEMA).

In 1953, the first attempt to separate homeland security from disaster relief was made when the Reorganization Plan #3 separated the functions. The FCDA was given the

task of preparing the civilian population for a nuclear attack. The Office of Defense Mobilization (ODM) was reorganized to assume the responsibilities related to domestic emergency preparedness and development of the country's civilian ability to prepare for and go to war (TNEMA).

The last reorganization of the decade for civil defense was done in 1958. The FCDA and the ODM were merged into a new agency called the Office of Defense and Civilian Mobilization (ODCM). This office was also placed in the Office of the President. The Federal Civil Defense Act was amended to allow the federal government to provide funding for civil preparedness. The funding provided 50% of the costs and was matched locally with another 50%. The idea of joint federal-state-local responsibility for civil defense and attack preparedness was formalized through guidance issued by the ODCM (Green, 2004; TNEMA).

The 1950s put emphasis on surviving the attack. The strategy was one of building shelters and large education campaigns for “duck and cover” for those caught outside the shelters during an attack (TNEMA).

### **The 1960s**

The 1960s and the Cuban missile crisis put a new emphasis on civil defense. Due to the population growth of the cities, the emergency management professionals knew that evacuations of cities under attack would not be possible. Fallout shelters became the focus of civil defense efforts. The majority of states were doing very little to develop sheltering programs, so President Kennedy decided to make civil defense preparedness a central issue once again (Green, 2004; TNEMA).

On July 25, 1961, President Kennedy spoke on television about civil defense issues. This address is the first time that a President spoke to the nation on then need to protect its citizens (Green, 2004). Also in 1961, President Kennedy issued an Executive Order that separated the functions of civil defense preparedness and other emergency preparedness. The Executive Order moved the civil defense operations into the Office of Civil Defense (OCD) under the Secretary of Defense in the Department of Defense. The other emergency preparedness operations were moved to the new Office of Emergency Planning (OEP). OEP was renamed the Office of Emergency Preparedness in 1968. The sheltering program lost momentum after the missiles were removed from Cuba and with the emergence of the war in Vietnam; interest in a potential nuclear attack subsided (Green, 2004; TNEMA).

### **The 1970s**

The back and forth reorganization of civil defense and non-civil defense functions within the federal government continued during the 1970s. In the early part of the decade, the concept of separate civil defense and emergency preparedness functions became outdated. Pressure from the states forced the federal government to make some changes. The biggest change was that the OCD was renamed the Defense Civil Preparedness Agency (DCPA) and its staff was allowed to help state and local governments develop plans for natural disasters, as well as nuclear attacks (Green, 2004; TNEMA).

Reorganization Plan #2 issued on July 1, 1973 re-delegated many disaster and emergency preparedness functions. These functions were distributed to many agencies that had no connection to each other. This was the first back and forth reorganization of the 1970s. All coordination for federal response to disasters came from the Federal

Preparedness Agency which was part of the General Services Administration (GSA). GSA also created other internal units that dealt with disasters. All federal disaster relief efforts were coordinated by the Federal Disaster Assistance Administration (FDAA), which was created as part of the Department of Housing and Urban Development (HUD). The Defense Civil Preparedness Agency was left in the Department of Defense and saw no significant change (TNEMA).

During the early 1970s several large natural disasters required a major federal response and recovery operations by the FDAA. These events focused attention on the issue of natural disasters. Congress reacted with legislation such as the National Flood Insurance Act, which offered new flood protection to homeowners, and the reauthorization of the Disaster Relief Act in 1974, which firmly established the process of Presidential disaster declarations. Emergency and disaster activities were still fragmented within the federal government. When hazards associated with nuclear power plants and the transportation of hazardous materials were added to the definition of natural disasters, more than 100 federal agencies were involved in some aspect of disasters, hazards and emergencies (Green, 2004; TNEMA).

The last back and forth reorganization occurred in 1979 when President Carter issued Executive Orders 12127 and 12148. These Executive Orders created the Federal Emergency Management Agency (FEMA) and merged many of the separate emergency preparedness and civil defense functions into FEMA. The agencies that were merged into FEMA included the Federal Insurance Administration, the National Fire Prevention and Control Administration, the National Weather Service Community Preparedness Program, the Federal Preparedness Agency of the General Services Administration and

the Federal Disaster Assistance Administration activities from HUD. Civil defense responsibilities were also transferred to the new agency from the Defense Department's Defense Civil Preparedness Agency (Green, 2004; TNEMA).

The 1970s and 1980s put emphasis on warning and mobilization. The intent of the warning was to get people into shelters. The emphasis in emergency management changed with the formation of FEMA. Crisis management became the new focus (FEMA and TNEMA).

### **The 1980s and the 1990s**

In 1981 Congress amended the Civil Defense Act to expand the definition of civil defense to include disaster response during peacetime. This legislation allows the use of funds to develop peacetime capabilities that are consistent with wartime needs (Green, 2004).

During the 1980s and 1990s, FEMA went from an agency that people criticized to an agency that was responsive to community needs. Two new concepts on emergency management emerged during this time. First, the Comprehensive Emergency Management (CEM) concept was developed. CEM refers to the management of responses to all disasters and emergencies by coordinating many agencies. CEM divides the responses into four phases:

- Mitigation includes activities directed at reducing or eliminating future effects of a disaster.
- Preparedness includes activities that help to prevent deaths, injuries, and reduce property damage in the event of a disaster.

- Response includes is the activities that happen immediately before, during, and after an emergency or disaster. This is the most well known phase.
- Recovery includes short and long-term actions and starts soon after the disaster ends, and this phase can continue for years (Green, 2004; TNEMA).

These four phases connect to each other in a circular fashion, not linear, with mitigation and recovery being interrelated (Green, 2004).

Second, the Integrated Emergency Management System (IEMS) concept was implemented. The IEMS is an all-hazards planning model for responding to disasters that includes the development of directions, control and warning systems that are common to the full range of emergencies or disasters (Green, 2004; FEMA; TNEMA).

### **The 2000's**

The terrorist attacks of September 11, 2001 focused FEMA on issues of national preparedness and homeland security. The agency coordinates its activities with the newly formed Office of Homeland Security. The Office of National Preparedness, within FEMA, was given the responsibility for training and equipping the country's first responders to deal with weapons of mass destruction. FEMA received new funding to help communities face the threat of terrorism. FEMA is actively directing its "all-hazards" approach to disasters toward homeland security issues (FEMA).

In March 2003, FEMA became part of the Department of Homeland Security and is part of the Emergency Preparedness and Response Division (FEMA).

## **Local Community and Disaster Response**

The local community is the first level of disaster and emergency preparedness. National and state leadership are important, but today's homeland security depends on preparedness activities at the local level (Kemp, 2003, 45). The Civil Defense Act of 1950 and the R. T. Stafford Disaster Relief and Emergency Assistance Act require that every city or town have a comprehensive emergency management plan to respond to every type of major emergency (Wayland Emergency Management, 2004).

FEMA guidelines require state and local Emergency Operations Plans (EOP) to include several activities. The EOP should incorporate ways to handle all-hazards operations as well as weapons of mass destruction terrorist events (FEMA, 2002). FEMA guidelines also list other items that could be part of the EOP:

- Identification and protection of critical infrastructure
- Inventory of critical response equipment and teams
- Interstate and intrastate mutual aid agreements
- Resource typing
- Resource standards to include interoperability protocols
- Common incident command system
- State and local continuity of operations and government
- Citizen and family preparedness, including Citizen Corps.

In the section of the guidelines entitled "In Kind Donations and Volunteer Services Coordination," FEMA suggests local governments use "Citizen Corps Councils to partner with the volunteer community" (FEMA, 2002).

Title III of the 1986 Superfund Amendments and Reauthorization Act (SARA) requires industries to inform communities about hazardous materials they have produced, stored, transported, or utilized. Title III of SARA is also known as the Emergency Planning and Community Right-to-Know Act (Wayland Emergency Management, 2004). The Emergency Planning and Community Right-to-Know Act also require that local communities develop committees to review the report on these hazardous materials (Whitney and Lindell, 2000, 467). These groups are called Local Emergency Planning Committees (LEPC). The mission of a LEPC is to assess the community's vulnerability to hazards, develop hazard mitigation plans, and prepare strategies for emergency response to a chemical release (Whitney and Lindell, 2000, 467).

### **Citizen Response to Disasters**

When questioned about how citizens respond to disasters most people, including emergency management staff, believe the general response from citizens will be one that is socially and personally disorganized (Perry and Lindell, 2003, 49). Disaster movies, novels, and media coverage generally have a theme of a few heroes or heroines coming to the rescue of the scared and immobile victims (Perry and Lindell, 2003, 50). Based on these exposures, most people assume that the usual disaster victim response is one of panic, shock, inactivity, or all three. Social scientific studies have continually proven that the typical disaster victim response will not be any of these reactions<sup>15</sup>. After a 1978 flood in Rochester, Minnesota, Ollendick and Hoffman (1982) reported that one-third of the disaster victims in the study stated they were able to function very well after the flood. Singer (1982, 248) sums up the findings from these studies with following

---

<sup>15</sup> See for example Quarantelli, 1954; Quarantelli and Dynes, 1972; James and Wenger, 1980; Wenger, Faupel, and James; 1980; Goltz, Russell and Bourque, 1992; Johnson, Feinberg, and Johnston, 1994; Perry and Lindell, 2003.

statement: “Reports of actual experiences reveal that most persons respond in an adaptive, responsible manner. Those who show manifestly inappropriate responses tend to be in a distinct minority.” The response from citizens generally is one of mutual support for each other and they form what is called a therapeutic community (Fritz, 1968; Midlarsky, 1968; Perry and Lindell, 2003). Planning must be based on valid assumptions about how people react in a disaster situation (McEntire and Myers, 2004, 142).

### **Volunteers and Disasters**

One of the best disaster relief resources available during the response phase and the recovery phase after the disaster is the disaster community itself (Nilson, 1985, 689). The disaster community is made up of both victims and non-victims of the disaster.

One of the responding behaviors after a disaster is to provide both volunteer and material support (Dynes, 1994; Perry and Lindell, 2003; McEntire and Myers, 2004). The support comes from both within and outside of the disaster community. To facilitate the material and volunteer support Perry and Lindell (2003, 53) note the importance of developing “disaster plans that allow for appropriate integration of volunteers into the response force, the management and care of volunteers, and the logistics of receiving, deploying and storage of materials.”

In 1998, Frederick Cuny published a continuing education series through the Disaster Management Center at the University of Wisconsin – Madison (Middaugh, 2003). Cuny (1998) observes that volunteers are usually the largest percentage of staff during the response to a disaster and that during a disaster “there is no shortage of eager volunteers.” Cuny (1998) concludes with these obstacles to the use of volunteers:

Use of volunteers in key positions creates two primary obstacles. The first is the problem of lost experience and the lack of a collective

memory within an organization. Volunteers make up the majority of the work force at the field level in many organizations, and many eventually fill decision-making positions during the emergency and reconstruction periods. The loss of this experience after every disaster practically guarantees that mistakes will be repeated frequently.

The second problem is that most volunteers are untrained and unskilled in the subtleties of disaster work. Because these people will be with the agency only for a short time, agencies are normally reluctant to commit precious funds for staff development. Thus untrained and, in many cases, unskilled workers are placed in positions where they will confront a host of sophisticated problems. The result is that programs designed to help the victims are simplistic and unsophisticated and, again, common mistakes are repeated.<sup>16</sup>

The USA Freedom Corps was formed to address these two obstacles of: (1) inadequate carry over experience from disaster to disaster and, (2) having a shortage of *trained* volunteers to help with all four phases<sup>17</sup> of disaster and emergency management.

### **Formation of the USA Freedom Corps (USAFC)**

President George W. Bush, as part of his State of the Union address on January 29, 2002, challenged every American to get involved in strengthening this country's communities (Blankenship, 2003, 14). He asked each person to serve at least 4,000 hours of community service or the equivalent of roughly two years of his or her lifetime (Blankenship, 2003, 14). The USA Freedom Corps was established to assist citizens to serve these 4,000 hours.<sup>18</sup> Citizen Corps Councils are a governing body that helps coordinates the Citizen Corps programs (FEMA, 2002, 4).<sup>19</sup>

---

<sup>16</sup> Information on this continuing education series is available at [www.dmc.engr.wisc.edu/courses](http://www.dmc.engr.wisc.edu/courses).

<sup>17</sup> The four phases are mitigation, preparedness, response, and recovery. They are defined on pages 17-18.

<sup>18</sup> Executive Order 13254 was signed by President George W. Bush on January 30, 2002 creating the USA Freedom Corps. The USAFC includes the federally supported service programs Peace Corps, AmeriCorps, Senior Corps, Learn and Serve America, and Citizen Corps programs, ([www.usafreedomcorps.gov](http://www.usafreedomcorps.gov)).

<sup>19</sup> The Federal Emergency Management Agency (FEMA) published *The Citizen Corps: A Guide for Local Officials* (April, 2002).

## **Citizen Corps Councils**

The Citizen Corps creates opportunities for volunteers to help their communities prepare for and respond to local emergencies by bringing together local leaders, citizen volunteers, law enforcement officials, and emergency management professionals (FEMA, 2002, 4). The coordination of the local efforts of this corps of volunteers is to be done by Citizen Corps Councils (FEMA, 2002, 4). These councils manage existing volunteer resources, network efforts of groups, and develop local plans to implement the Citizen Corps at the community level (FEMA, 2002, 10).

## **Conceptual Framework for the Establishment of a Citizen Corps Council**

The first best practice model is developed for the establishment of a Citizen Corps Council. The initial start-up for Citizen Corps Councils was put forth by FEMA in April, 2002, in a publication entitled *The Citizen Corps: A Guide for Local Officials*. This *Guide* recommends the following when establishing Citizen Corps Councils: (1) the membership of the Citizen Corps Councils should come from many sectors in the community; (2) a mission or purpose statement should be developed, (3) an action plan should be made, and (4) local efforts should link with national programs (FEMA, 2002, 9-12). These four recommendations are the practical ideal type categories in this first model.

## **Membership of the Citizen Corps Councils**

The first recommendation from *The Citizen Corps: A Guide for Local Officials* (April, 2002) concerns membership. The *Guide* lists several sectors from within the community that should be represented on the Council. “The purpose of the Council is to have all decision makers at the table to manage existing volunteer resources ...” (FEMA,

2002, 9). These sectors in the community include elected officials, emergency management, local neighborhood groups, community service, faith-based groups, businesses, media and education, as well as particular segments of the community such as the elderly and minority populations. There is no recommended percentage or priority given to any sector provided in the *Guide*. The only requirement is that there be a local government official on the council at the time of registration on the official web site.

### **Statement of Mission or Purpose**

The second recommendation from *The Citizen Corps: A Guide for Local Officials* (April, 2002) addresses the need for a mission or purpose statement. An organization's mission or purpose statement describes what the organization does now and plans to do in the future (Morrisey, 1988, Robert, 2000). These statements are an important planning tool that helps members of a Citizen Corps Council focus on the outcomes of the programs (Wallace, 2004, 4). The statements also provide the long-term guidance that determines every aspect of an organization's daily business and activities (Foundation Center). There are several reasons for having a good mission or purpose statement including: to provide an exact reason as to why the organization was formed; to provide a reference point for planning decisions; to gain commitment from those inside the organization; and to gain commitment from those outside the organization (Morrisey, 1988; Drucker Foundation, 1999). The Drucker Foundation's "Self-Assessment Tool" lists the following criteria for an effective mission statement:

- Is short and sharply focused
- Is clear and easily understood
- Defines why the organization does what it does

- Defines why the organization exists
- Does not describe how the work of the organization is done
- Is adequately broad
- Provides suitable direction for doing business the right way
- Addresses opportunities in the future
- Matches the competencies of the organization
- Inspires commitment of all participants at all levels
- Describes why the organization should be remembered<sup>20</sup>

To be an effective planning tool, this statement of mission or purpose must establish the focus of the Citizen Corps Council, motivate staff as well as volunteers, and provide a framework for program evaluation (Wallace, 2004, 4). A mission or purpose statement should be developed for the Citizen Corps Council (FEMA, 2002, 12).

### **Action Plan**

The third recommendation from *The Citizen Corps Guide* (April, 2002) addresses the need for an action plan. Planning identifies problems and points the way to solutions. Planning provides a rationale for assigning priorities. Planning is a two step process. First, the specific problem must be identified. The second step is the establishment of goals and objectives that will provide a solution to the problem identified in the first step (McElrath, 1984, 36). An action plan must be developed that details how the goals and objectives will be accomplished (McElrath, 1984, Odiorne, 1992). Each objective will have an action plan. These plans detail what tasks need to be accomplished in order to achieve the objective (Dallas Telecollege). These action plans include time frames to

---

<sup>20</sup> Information was downloaded from the Drucker Foundation at [www.pfdf.org](http://www.pfdf.org).

accomplish the tasks, resources required, and methods to evaluate success (Dallas Telecollege). The result of effective action planning is the implementation of the decision (McClendon, 1986).

As needs and resources are identified, an action plan for each local Citizen Corps Council should be developed (FEMA, 2002, 12). The action plan should include short and long-term goals and objectives, a community communication system for emergency warnings, and a community mobilization plan (FEMA, 2002, 12). According to *The Citizen Corps: A Guide for Local Officials* (2002, 12), “It will be important to set meaningful, attainable goals, to make them public, to meet them, and then to recognize and celebrate success.”

### **Links to National Programs**

The fourth recommendation from *The Citizen Corps: A Guide for Local Officials* (April, 2002) addresses the need to coordinate the four programs that are promoted at the national level (FEMA, 2002, 6). The four programs are as follows: Neighborhood Watch, Community Emergency Response Team, Volunteers in Police Service, and Medical Reserve Corps (FEMA, 2002, 6).

**Neighborhood Watch**<sup>21</sup> is one of the oldest and most well-known crime prevention programs in history. While the current program concept became popular in the late 1960s in response to an increase in the number of burglaries, the roots of Neighborhood Watch can be traced back to the days when night watchmen patrolled the streets in the colonial settlements.

---

<sup>21</sup> Information about Neighborhood Watch has been adapted from the website: [www.usaonwatch.org](http://www.usaonwatch.org).

The current version of the Neighborhood Watch Program developed as a result of the requests from sheriffs and police chiefs around the country who wanted a crime prevention program incorporating citizen involvement and addressing the increasing number of burglaries. In 1972, the National Sheriffs' Association (NSA) took the concept a step further by seeking funding to make the program a national initiative. A grant from the Law Enforcement Assistance Administration was awarded to the Sheriffs' Association and the National Neighborhood Watch Program started.

Initially, the program primarily disseminated information on how to make residential properties less susceptible to break-ins. After the first two years, the focus of Neighborhood Watch changed to one of establishing local neighborhood watch groups and encouraging citizens to work with law enforcement agencies to reduce various neighborhood crimes.

Neighborhood Watch evolved from just an extra eyes and ears approach to crime prevention to a much more involved, community-oriented effort to provide an unique mechanism to bring together local officials, law enforcement, and citizens for the protection of their communities.

In 1985, the Los Angeles City Fire Department (LAFD) developed the **Community Emergency Response Team (CERT)**<sup>22</sup> concept. The Whittier Narrows earthquake in 1987 confirmed the need for training civilians to meet the immediate needs of the victims of the disaster. As a result, the LAFD created the Disaster Preparedness Division (FEMA).

---

<sup>22</sup> Information about CERT has been adapted from the website <http://training.fema.gov/emiweb/CERT>.

The LAFD developed a training program that helps citizens to understand their responsibility in preparing for disaster. This program increases the participants' ability to safely help themselves, their family and their neighbors. The Federal Emergency Management Agency (FEMA) recognized the importance of preparing citizens. The Emergency Management Institute (EMI) and the National Fire Academy adopted and expanded the CERT materials believing them applicable to all hazards (FEMA).

The CERT course should benefit any citizen who takes it. The individual taking part in the CERT training program will be better prepared to respond to and cope with the aftermath of a disaster. A community can supplement its response capability after a disaster by developing teams of trained civilians. These groups of trained individuals will provide immediate assistance to victims in their area, organize spontaneous volunteers who have not had the training, and collect disaster information that will assist professional responders with setting priorities and allocating resources after a disaster (FEMA).

Congress provides funding for CERT through the Citizen Corps program down to the states. In addition, there are various ways to obtain local funding. Some communities build costs into their local budget while others charge participants to attend training to cover costs for instructors and course materials. There are currently 1,424 CERT programs listed on the FEMA web site.

Following the attack on September 11, 2001 in New York, law enforcement resources were stretched beyond capacity. To address the increasing demands on law enforcement agencies, Attorney General John Ashcroft initiated the **Volunteer In Police**

**Service (VIPS)**<sup>23</sup> program on May 30, 2002 (IACP). The International Association of Chiefs of Police (IACP) manages and implements the VIPS program in partnership with the White House Office of the USA Freedom Corps and the U. S. Department of Justice. The VIPS program provides resources to assist local law enforcement agencies to involve volunteers in their service delivery activities (FEMA, 2002).

Volunteers who participate in VIPS programs assist departments by performing non-sworn duties such as answering phones, compiling crime data, preparing incident reports, facilitating crime prevention programs, with traffic control; booking property; enforcing handicapped parking; processing paperwork; and searching for missing persons. VIPS is the first program to bring together law enforcement and volunteer programs nationwide to share resources and support efforts to use volunteers (Police Volunteers).

The Police Volunteers foundation is the technical assistance provider to this national initiative to help state and local law enforcement agencies ([www.policevolunteers.org](http://www.policevolunteers.org)). Their website serves as a resource for information for law enforcement agencies and citizens interested in law enforcement volunteer programs. This foundation assists state and local law enforcement agencies by increasing the number of law enforcement volunteers, expanding or improving various components of existing programs, and aiding agencies without VIPS programs to establish them.

The mission of the **Medical Reserve Corps (MRC)**<sup>24</sup> is to establish teams of local volunteer medical and public health professionals who are willing to volunteer their

---

<sup>23</sup> Information about VIPS has been adapted from the website [www.policevolunteers.org](http://www.policevolunteers.org), *The Citizen Corps: A Guide for Local Officials* published by FEMA, and the website [www.theiacp.org](http://www.theiacp.org).

<sup>24</sup> Information about the MRC has been adapted from the website [www.medicalreservecorps.gov](http://www.medicalreservecorps.gov).

skills and expertise throughout the year. MRC volunteers offer education and prevention services to improve the public health of neighborhoods and communities. These volunteer teams units are community-based and function as a specialized component of the Citizen Corps. The teams are made up of locally based, medical and public health volunteers who assist their communities during emergencies, such as an influenza epidemic, a chemical spill, or an act of terrorism (Medial Reserve Corps).

The MRC National Program Office is located in the Office of the Surgeon General within the Department of Health and Human Services. The Program Office serves as a clearinghouse for community information and best practices program ideas. The office also provides technical expertise and educational resources. Funding is provided through a competitive grant process supported by the National Program Office (Medial Reserve Corps).

These four federal programs are being promoted at the national level and are part of the best practice model. These programs are to be implemented at the local level by the Citizen Corps Councils. The long-term goal is have every community implement the four programs, (FEMA, 2002, 7).

### **Presentation of the Conceptual Framework Sources Table: Establishment of a Citizen Corps Council**

The first purpose of this research was to develop two best practice models for the (1) establishment of and (2) management of the volunteers by Citizen Corps Councils. The first model presented in Table 3.1 is for the establishment of a council. This best practice model is developed using insights and examples in the literature. The categories that are shown in Table 3.1 make up the model that will be used to achieve part of the second purpose of this research which is to assess the establishment of existing Citizen

Corps Councils in the United States. The literature sources linked to each category are listed in Table 3.1.

Table 3.1: Best Practice Model for Establishment of a Citizen Corps Council

<b>Ideal Type Categories</b>	<b>Supporting Literature</b>
<b>Establishment of Citizen Corps Council Model</b>	
<ul style="list-style-type: none"> <li>□ Sectors represented on Council</li> </ul>	FEMA Guidelines, 2002
<ul style="list-style-type: none"> <li>□ Statement of Mission or Purpose</li> </ul>	Morrisey, 1988; Drucker Foundation, 1999; Robert, 2000; FEMA Guidelines, 2002; Wallace, 2004; Foundation Center
<ul style="list-style-type: none"> <li>□ Development of Action Plan</li> </ul>	McElrath, 1984; McClendon, 1986; Odiorne, 1992; FEMA Guidelines, 2002; Dallas Telecollege
<ul style="list-style-type: none"> <li>□ Involvement with the following:  <ul style="list-style-type: none"> <li>Neighborhood Watch</li> <li>CERT</li> <li>VIPS</li> <li>Medical Reserve Corps</li> </ul> </li> </ul>	FEMA Guidelines, 2002; Medical Reserve Corps; CERT; National Sheriff’s Association; VIPS.

**What is a Volunteer?**

Volunteering has been a unique part of the American way of life from the founding of this country. Scholars have tried to find a precise definition for volunteer (Brown, 1999). David Horton Smith (1982, 23) provides this definition of a volunteer:

an individual engaging in behavior that is not bio-socially determined (e.g., eating, sleeping), nor economically necessitated (e.g., paid work, housework, home repair), nor socio-politically compelled (e.g., paying one’s taxes, clothing oneself before appearing in public), but rather that is essentially (primarily) motivated by the expectation of psychic benefits of some kind as a result of activities that have a market value greater than any remuneration received for such activities.

**Who are the Volunteers?**

The Current Population Survey conducted in September 2003 by the U.S. Department of Labor asked, “Since September 1<sup>st</sup> of last year (2002), have you

done any volunteer activities through or for an organization?" This question was preceded by an introduction similar to the definition from Smith (1982).

This month, we are interested in volunteer activities, that is, activities for which people are not paid, except perhaps expenses. We only want you to include volunteer activities that you did through or for an organization, even if you only did them once in a while.

The survey shows that about 64 million people or almost 29% of the population over the age of 16 volunteered at least once in the previous 12 months (See Table 3.2). The break-out between sexes was 27 million men and 37 million women. The survey also reported the number of volunteers and percentages by age group.

Table 3.2 Volunteers by Age Group from September 2002 – September 2003

Age	Number of Volunteers	% of population	Median hours/year
16 to 24	8,761,000	24.1	40
25 to 34	10,337,000	26.5	36
35 to 44	15,165,000	34.7	50
45 to 54	13,302,000	32.7	52
55 to 64	8,170,000	29.2	60
65 and over	8,146,000	23.7	88
Total	63,791,000	29.7	52

Source: Department of Labor, *Volunteering In The United States*, 2003. 2.

Table 3.3 illustrates the findings from 2003 Current Population Survey of the number of volunteers by ethnicity. Added together the percentage of the population for the Black or African American, Asian, Hispanic or Latino Ethnicity groups is greater than the percentage of White volunteers.

Table 3.3 Volunteers by Ethnicity from September 2002 – September 2003

Ethnicity	Number	Percent of Population
White	55,572,000	30.6
Black or African American	5,145,000	20.0
Asian	1,735,000	18.7

Hispanic or Latino Ethnicity	4,364,000	15.7
Total	66,816,000	NA

Source: Department of Labor, *Volunteering In The United States*, 2003. 2.

This Current Population Survey asked what type of organization the volunteer served. The results from this question are presented in Table 3.4. The survey did not break out the service by public or private non-profit sectors.

Table 3.4 Volunteers by Type of Organization Served from Sept 2002 – Sept 2003

Type of organization	Percentage distribution of volunteers
Civic, political, professional, or international	6.4
Educational or youth service	27.4
Environmental or animal care	1.7
Hospital or other health	8.2
Public Safety	1.2
Religious	34.6
Social or community service	11.8
Sport, hobby, cultural or arts	4.1
Other	3.1
Not determined	1.5
Total	100

Source: Department of Labor, *Volunteering In The United States*, 2003, 9.

With only 1.2% of the volunteer serving in the area of public safety, an obvious challenge to Citizen Corps Councils is to make this area more attractive to potential volunteers.<sup>25</sup>

The next section discusses results of other surveys.

### **Research and Surveys on Volunteer Service Local Governments**

The scholarly research or other written material on volunteer programs in local government is scarce (Lane and Shultz, 1997). The International City/County Management Association (ICMA) conducted two survey research projects during the 1980s on volunteer involvement in local governments. The research shows an increase in

---

<sup>25</sup> The survey data and technical notes (5) are available at <http://www.bls.gov/news.release/pdf/volun.pdf>.

the usage of volunteers from the first survey in 1984 to the second in 1989 (Valente and Manchester, 1984; Morley, 1989; Lane and Shultz, 1997; Brudney, 1999). Lane and Shultz (1997) conducted a survey research project sponsored by the National Association of Counties in 1996. The survey was sent to 3,042 chief county elected officials. The results indicated that 98% of the 842 respondents used volunteers in some capacity (Lane and Shultz, 1997, 3). The results from these surveys demonstrate that volunteers are imbedded in the service delivery system of local governments (Brudney, 1999, 230).

### **Best Practices for Volunteer Management**

Brudney (1999, 237) maintains that the best ideas about the design and management of a volunteer program come from the practitioner literature. This literature is based on the experiences of the authors, but it provides no empirical evidence to support their recommendations (Brudney, 1999, 237). In their literature review Lane and Shultz (1997) note there are few references addressing the benefits of having a volunteer program in local government. The few that were found revealed the positive benefits of having a volunteer program, as well as advice on best practices to manage one.<sup>26</sup> Scholarly researchers have done little to determine how much these recommendations are used in volunteer programs (Brudney, 1999, 237). These researchers also have not studied possible connections between the recommendations and programmatic success (Brudney, 1999, 237). There are best practices that are recommended for the management of volunteers in the practitioner literature and have been used on other studies and surveys (Brudney, 1999; Urban Institute, 2004).<sup>27</sup>

---

<sup>26</sup> These references included “Government Volunteers: Why and How” by Joan Brown in *The Journal of Volunteer Administration* in Fall 1983.

<sup>27</sup> One example is the Urban Institute’s 2004 study, *Volunteer Management Capacity in America’s Charities and Congregations*.

Although limited, the research on the use of volunteers in local government contains best practice examples. One of the purposes of this paper is to develop two best practice models. The first model for the establishment of the Citizen Corps Council has been presented. The second model for the management of volunteers by these councils is discussed in the next sections of this chapter. This best practice model for volunteer management is developed using insights from the examples in the literature.

### **Conceptual Framework for the Best Practices for Volunteer Management**

The second practical ideal type<sup>28</sup> for Citizen Corps Council is the management of volunteers. This management consists of the following categories: On-going Management, Support of Volunteers, and Training. An analysis of the practitioner literature recommends best practices that are used to successfully manage a volunteer program in each of these categories.

#### **On-Going Management**

The first category within the best practice model for the volunteer management section is “on-going management.” On-going management includes practices such as: written policies and procedures, staff, job descriptions, recruitment, screening, and record keeping.

**Written policies and procedures** should be developed for a volunteer program that will provide guidance on the program’s administration and the management of the volunteers (Vineyard, 1981; Markwood, 1994; National Law Enforcement Center, 2004, 1). Policies and procedures should provide an on-going structure that enables consistent volunteer involvement and provide guidance in managing challenging situations (Brudney, 1999, 237-238). Ideal policies and procedures encourage the support of the

---

<sup>28</sup> A practical ideal type is also known as a best practice model.

volunteer program from everyone involved in the volunteer program (Brudney, 1990, 123-124).

Any volunteer program should have a **staff person** (director of volunteer services) that is responsible for the overall management of the volunteer program (Brudney, 1990, 101). According to Ellis and Brudney, a successful volunteer program requires that a majority of this person's time be devoted to managing and working with the volunteers (Ellis, 1996; Brudney, 1999). This staff person is responsible for development of volunteer job descriptions, recruitment, screening, record keeping, training, volunteer recognition events and communication with other staff and volunteers (Brudney, 1990, 102). A study conducted by the RGK Center at the University of Texas (2001) of volunteer service in state agencies in Texas concludes that the successful involvement of citizens as volunteers is directly dependent on the quality of the volunteer management. This study's conclusion adds that a model with a dedicated full-time staff is the best form of supervision.

According to Naylor (1973) most of the recognized principles that are used for management of salaried employees are even more important for volunteers. These principles are important for volunteers to ensure satisfaction through a good volunteer job experience (Naylor, 1973, 173). Naylor's comment is very appropriate in terms of **job descriptions** (Brudney, 1990, 104). Until job descriptions are developed for each volunteer assignment the tasks of recruitment, screening, training, and evaluation cannot be accomplished (Markwood, 1994; Grossman and Furano, 1999; Brudney, 1999). In order to make a decision whether to accept the assignment, a volunteer will need the same information that a paid employee would need (Brudney, 1990, 104).

According to Brudney (1990) **recruitment** is not “an undifferentiated search for person-power irrespective of qualifications, but a selective mission to locate and entice citizens with appropriate backgrounds and aspirations” (Brudney, 1990, 105). The purpose of recruitment is to fill the volunteer assignments that the citizen volunteers are qualified for and have an interest in performing (Schindler-Rainman and Lippitt, 1977; Brudney, 1990). It is not necessary that recruitment go beyond broad requests, but Brudney maintains that targeted recruitment is more successful in attracting the skills needed for the job descriptions (Brudney, 1990, 105).

Successful volunteer programs use a **screening process** to screen volunteer applicants and the process includes factors such as required skills for the job; the safety of all involved; and the interest, as well as, the commitment of the individual applicant (Grossman and Furano, 1999, 202). The personal interview of the volunteer applicant is one of the best ways to evaluate the person applying for the volunteer position (Brudney, 1990, 105). Once the person is selected for the volunteer program, a placement process is used to ensure that the individual’s time, skills, and interests are a match for an assignment in the volunteer program (Grossman and Furano, 1999, 203).

According to Markwood, **reporting** volunteer program success stories is “as important as performing the volunteer functions themselves” (Markwood, 1994, 8). Consequently, volunteer programs should have a system for formal record keeping (Brudney, 1999, 240). Documentation of volunteer activities is important because the information can be used to evaluate both the performance of the individual and of the program (Markwood, 1994, 8). This record keeping also allows reports to be given to elected officials and the community (Markwood, 1994, 8).

## Support of Volunteers

The second category within the volunteer management section of the best practice model is the “support of volunteers.” This support includes practices such as: formal recognition, cost to volunteer, reimbursement to volunteers, and communication with the volunteers.

Brudney states that **recognition** of the volunteers’ work is an important part of an effective volunteer program (Brudney, 1999, 239). Recognition is important for volunteer retention and motivation as well as a tool for recruiting new volunteers for the program (Markwood, 1994, 8). Recognition ranges from a formal event for all volunteers, such as a dinner, to an article in the local newspaper on an individual (Brudney, 1990, 164).

The personal **costs to volunteering** should be minimized. This practice expands the volunteer base beyond just those who can afford to volunteer (Brudney, 1999, 240). Volunteer involvement should be affordable for all income groups (Brudney, 1990, 157). The purpose of reimbursing **out-of-pocket expenses** is to diversify the volunteer group as much as possible. According to Ellis and Brudney this diversification is for both economic and social status (Ellis, 1996; Brudney, 1999). Brudney (1999) states that any volunteer program needs to provide liability insurance coverage for the volunteers. This insurance coverage underwrites the risks of being a volunteer (Brudney, 1999, 240-241).

**Communication** with the volunteers in the program is needed to keep them informed about policies, recognition events, schedule changes, training opportunities, and new volunteer assignments (O’Connell, 1976; Brudney, 1999; Grossman and Furano, 1999). This communication also helps to build a more cohesive group and a newsletter is one method that could be used for this communication (Brudney, 1999).

## **Training**

The third category within the volunteer management section of the best practice model is **training**. An orientation and in-service training for the volunteers are keys to successful volunteer programs (Schindler-Rainman and Lippitt, 1977; Brudney, 1990; Markwood, 1994; Grossman and Furano, 1999; Brudney, 1999). One of the first support activities that should be provided to the volunteers is a general orientation that is a short generic program designed to provide an overview of the organization (Brudney, 1999, 238). Markwood suggests that this orientation should give information to the new volunteers on not only the assignment, but the mission, history, and services of the organization (Markwood, 1994, 7). In addition, Brudney says that an orientation program also provides information on policies and procedures, as well as responsibilities of the individual volunteer (Brudney, 1990, 195). The volunteers' initial understanding of the program goals and their role in accomplishing those goals impacts the success of the volunteers (Grossman and Furano, 1999, 206). In-service training is essential to keep the volunteers interested in the assignment and to continually challenge them with new opportunities and information (Fisher and Cole, 1993, 63).

Farr and Valente (1989) made this observation about volunteer management in local governments:

Effective volunteer programs are part of management strategy to deliver services and require management commitment. Program policies must be developed, and staff and local government resources must be allocated. If volunteers are appreciated by their paid colleagues and by management, if they are given challenging work, and if they are recruited and trained properly, the results may be very rewarding both for the volunteers and for the local government. (57)

One can conclude from this literature review that citizens want to respond as volunteers during emergency/disaster situations. This volunteer response must be planned for and managed. The Citizen Corps Councils are designed to do this planning and managing. Local governments have used volunteers to deliver services and develop programs. Citizen Corps Councils are supported directly or indirectly by local governments.

### **Presentation of the Conceptual Framework Sources Table: Management of Volunteers by a Citizen Corps Council**

The first purpose of this research was to develop two best practice models for the (1) establishment of and (2) management of the volunteers by Citizen Corps Councils. The second model presented in Table 3.5 is for the management of volunteers by a council. This best practice model is developed using insights and examples in the literature. The categories that are shown in Table 3.5 make up the model that will be used to achieve part of the second purpose of this research which is to assess the management of volunteers by existing local Citizen Corps Councils in the United States. The literature sources linked to each category are part of Table 3.5.

Table 3.5: Best Practice Model for Management of Volunteers by a Citizen Corps Council

Ideal Type Categories	Supporting Literature
<b>Use of Best Practices for Volunteer Mgt</b>	
<ul style="list-style-type: none"> <li>□ On-going Management               <ul style="list-style-type: none"> <li>Written Policies and Procedures</li> <li>Staff (Director of Volunteers)</li> <li>Job Descriptions</li> <li>Recruitment</li> <li>Screening</li> <li>Record Keeping</li> </ul> </li> </ul>	Haines, 1977; Vineyard, 1981; Brudney, 1990; Brudney, 1999; National Law Enforcement Center, 2004; Markwood, 1994; Ellis, 1996; Naylor, 1973; Grossman and Furano, 1999; Fisher and Cole, 1993; Schindler-Rainman and Lippitt, 1977
<ul style="list-style-type: none"> <li>□ Support of Volunteers               <ul style="list-style-type: none"> <li>Formal Recognition</li> <li>Cost to volunteer/reimbursements</li> <li>Communication</li> </ul> </li> </ul>	Brudney, 1990; Brudney, 1999; Markwood, 1994; Grossman and Furano, 1999; O'Connell, 1976
<ul style="list-style-type: none"> <li>□ Training               <ul style="list-style-type: none"> <li>Orientation</li> <li>In-Service</li> </ul> </li> </ul>	Brudney, 1990; Brudney, 1999; Markwood, 1994; Grossman and Furano, 1999; Fisher and Cole, 1993

**Summary**

Federal government response to homeland security (civil defense) and natural disasters has a relatively short history in the United States. The response has always been (and is still today) a combined effort among federal, state, and local governments. Homeland security and emergency management at the federal level has alternated between having the management split and having the management for both in one agency. Today the task of managing civil defense and emergencies is assigned to the Department of Homeland Security (FEMA).

Citizen response to disasters and emergency situations is not one of panic, shock or passivity. The response is one of action and a desire to help. This active response comes from citizens in the disaster community, both victims and non-victims. Support and resources also comes from outside that community. If the voluntary action from these citizens can be planned for in the preparedness phase, then it will be utilized in an efficient manner.

Citizen Corps Councils are an attempt to provide an organized volunteer response after a disaster or emergency. Chapter Four addresses the methodology used in this research project to assess the establishment of Citizen Corps Councils in the United States and the management of volunteers by these Councils using the best practice models presented in this chapter.

## **Chapter Four**

### **Methodology**

#### **Chapter Purpose**

The purpose of this chapter is to present the three research methodologies that were used to address the establishment of and volunteer management by local Citizen Corps Councils: survey research, document analysis, and focused interviews. The strengths and weaknesses of each method are discussed. There is an explanation in this chapter how the best practice models<sup>29</sup> were operationalized. The three methods were designed to determine how close existing practice is to the best practices developed. Triangulation adds validity to the findings; therefore, three methods were used.

#### **Survey Research**

Survey research was used to gather information on how local Citizen Corps Councils were established and how they manage volunteers. A survey was developed using the two best practice models (see Tables 3.1 and 3.5). Questions for the survey were drawn directly from the two best practice models to determine how close the existing Citizen Corps Councils are to the ideal presented in Chapter Three.

A survey collects information by using standardized procedures so that each point of contact is asked the same question (American Statistical Association, 1998, 2). The intent of the survey used in this research project was to determine how close the responses fit into the best practice models. To avoid inherent problems with the structure and design of the survey, assistance with the development of the survey instrument was received from Dr. Hassan Tajalli on the faculty at Texas State University.

---

<sup>29</sup> Best practice models are also known as practical ideal types.

One of the weaknesses of a survey is low participation from the target audience (Babbie 2001, 225). To counter this possibility, a second request was sent to non-respondents. Another weakness with survey research is that the questions may not achieve the purpose of the project. In order to avoid this situation, the survey was pre-tested. The survey was pre-tested by volunteer managers not involved with Citizen Corps Councils, as well as Corporation for National and Community Service staff involved in the development of Citizen Corps Councils.

### **Focused Interviews**

In order to more closely examine the management practices of the Citizen Corps Councils focused interviews were used. The best practice models for a council's establishment and its volunteer management practices were the basis for the interview questions. The ten (10) subjects of the interview were randomly picked from the respondents to the survey. Focused interviews connect to the best practice models purpose of this research paper because according to Yin (2003, 90) "a major purpose of such an interview might simply be to corroborate certain facts" that may have resulted from the other methods used.

One of the strengths of the interview is that it focuses directly on the topics of Citizen Corps Council establishment and volunteer management practices (Yin, 2003, 86). A weakness of the interview is that it is time consuming and expensive (Sociological Resource Skills, 2004, 1). A limited number of ten (10) focused interviews were used so this weakness did not pose a challenge.

## Operationalizing the Best Practice Models: Survey and Focused Interviews

The survey questions and the questions for the interviews were all based on the Practical Ideal Type Categories listed in Tables 3.1 and 3.5 in this paper. Table 4.1 illustrates how the two best practice models for the establishment of a local Citizen Corps Council and the council’s volunteer management were operationalized by the survey research questions and the focused interview questions.

**Table 4.1: Operationalizing the Best Practice Models: Survey and Interview**

	<b>Survey</b>	<b>Interview</b>
<b>Establishment of Citizen Corps Councils Model</b>		
Sectors represented on Council	<p>Question #1</p> <p>Check the following sectors that are represented on your Council:</p> <ul style="list-style-type: none"> <li>-Elected Officials</li> <li>-Community Service agencies</li> <li>-Law Enforcement</li> <li>-Faith-based Organizations</li> <li>-Emergency Management</li> <li>-Business</li> <li>-Neighborhood groups</li> <li>-Volunteer Center</li> <li>-Senior Citizens</li> <li>-Media</li> <li>-Youth</li> <li>-Ethnic groups</li> <li>-Education (K-12)</li> <li>-Higher Education</li> </ul>	<p>Question #1</p> <p>On your survey you indicated that only government agencies are represented on the Council. Is there some reason why the Council is not more representative of the community?</p> <p style="text-align: center;">Or</p> <p>On your survey you indicated that _____</p> <p>sectors are represented on your Council. Please explain the rationale behind the decision to be inclusive.</p>
Development of Mission or Purpose	<p>Question #2</p> <p>Does your Council have a mission or purpose statement?</p>	
Development of Action Plan	<p>Question #3</p> <p>Does your Council have an action plan?</p>	
Involvement with the following:	<p>Question #4</p> <p>Please check which of the following programs your Council directly</p>	<p>Question #2</p> <p>On your survey you indicated that the</p>

Neighborhood Watch CERT VIPS Medical Reserve Corps	supports:  Neighborhood Watch CERT VIPS Medical Reserve Corps	Council is only involved with _____ programs (or none of the programs). Are these other programs active in your community?
<b>Use of Best Practices for Volunteer Mgt.</b>	<b>Survey</b>	<b>Interview</b>
<b>1. On-going Management</b>		
Written Policies and Procedures	Question #5 Does your Council have written policies and procedures for the volunteer program and volunteers?	
Staff (Director of Volunteers)	Question #6 Does your Council have a staff person whose time is devoted to coordinating volunteers? Question #7 How much time is devoted to coordinating volunteers?	Question #3 Describe how much time you devote to managing the volunteer program.
Job Descriptions	Question #8 Does your Council have Job or Assignment Descriptions for the volunteers?	
Recruitment	Question #9 Does your Council have a written recruitment plan?	Question #4 Describe how you recruit volunteers.
Screening	Question #10 Does your Council have a screening process for placement of the volunteers?	Question #5 Describe how you screen and place volunteers.
Record Keeping	Question #11 Does your Council keep records on volunteer service hours? Question #12 Does your Council keep records on outcome data on the volunteer's service?	Question #6 How do you keep records on service time? Question #7 How do you keep records on service outcomes?

2. Support of Volunteers		
Formal Recognition	Question #13 Does your Council provide formal recognition of volunteers?	
Cost to volunteer or reimbursements	Question #14 Does your Council reimburse out-of-pocket expenses for volunteers? Question #15 Does your Council provide liability insurance for the volunteers? Question #17 Is there a charge to the volunteer to serve in your program? These could include costs for equipment, uniforms, etc.	
Communication	Question #16 Does your Council produce newsletters that are designed for the volunteers (either hard copy or on-line)?	
Training: Orientation	Question #18 Does your Council provide an initial orientation for the volunteers?	
Training: In-Service	Question #19 Does your Council provide in-service training opportunities for volunteers?	

### Content Analysis

Another way to assess the practices of the local Citizen Corps Council is through the documents that they use to guide performance. Thus, a content analysis was done on the documents that Citizen Corps Councils developed. This analysis was done on items that are posted on the individual Councils' Web pages or that were mailed to the researcher in response to the request made in the email that distributed the survey (see Appendix A). The items studied via content analysis included: list of Citizen Corps Council members and sectors they represent, mission or purpose statement, action plan,

volunteer policies, volunteer job descriptions, newsletters and training agendas. Table 4.2 shows the number of items reviewed.

Table 4.2 Number of Items Reviewed for Content Analysis

Item Requested	Number Reviewed
List of Members	7
Mission or Purpose Statement	11
Action Plan	2
Policies and Procedures	1
Job Description	3
Newsletters	5
Orientation Agenda	6
In-Service Training Agenda	11

Content analysis connects to the purpose of this research project in that there are items that can be used to study recorded human communications (Babbie 2001, 304). A weakness of content analysis is that it is limited to reviewing recorded information (Babbie, 2001, 315).

Data collected as part of the content analysis is connected to the purpose of this research paper through the best practice models. The content analysis is connected to the models because it is designed for example to determine whether the mission statement can be used to focus activity and determine if it includes the term “volunteer.” This method of analysis allows for a closer look at who serves on the Citizen Corps Councils and an opportunity to review some of the best volunteer management practices such as policies, volunteer job descriptions, and training agendas. This analysis is reinforced by both the survey research and the focused interviews.

### **Operationalizing the Best Practice Model: Content Analysis**

The content analysis was based on the Practical Ideal Type Categories listed in Practical Ideal Type Categories listed in Tables 3.1 and 3.5 in this paper. Table 4.3





## Discussion of Data Collection Process

Question-Pro.Com, an on-line survey organization, was used to format the survey and to distribute it via emails. A copy of the cover email to the survey is attached and identified as Appendix A. A copy of the survey is attached and identified as Appendix B. Follow-up emails were sent to non-respondents one week after the first request. The follow-up email is attached and identified as Appendix C.

Email requests were sent to 595 point of contacts for city or town sponsored Citizen Corps Councils as listed on the Citizen Corps website. Out of that number of emails, 84 were returned without responses for various reasons or the point of contact did not want to answer. Table 4.4 displays these numbers. Survey responses were received from 91 points of contact.

Table 4.4 Reasons Why Some of the Surveys Were Not Answered

Reason for non-response	Number
Bad addresses or firewall blocked	61
Wrong point of contact	4
Other reasons	4
Organization too new to respond	15
Total responses and non-responses to survey	175

The interview questions used are listed in Appendix D. The points of contact interviewed were randomly selected from the respondents to the surveys. A total of ten (10) people were interviewed.

A copy of the coding scheme for the content analysis is attached as Appendix E. The documents analyzed were as follows: membership lists, mission or purpose statements, action plan, written policies and procedures for the volunteer program, volunteer job descriptions, training agendas for orientation as well as in-service training, and newsletters.

Descriptive statistics is used for the analysis of survey and content analysis. For each category, the percentage of Citizen Corps Councils that follow the methods from the best practice model is displayed.

### **Summary**

This chapter showed how the best practice models were operationalized. An explanation of the three research methods used for this research was provided along with an analysis of their strengths and weaknesses. The chapter also explained how the population was defined and briefly discussed the responses to the survey. By using three methods, the weaknesses of each one are lessened. The validity of the finding is enhanced to the extent that all three methods indicate consistent evidence. The next chapter presents the findings of the research and compares the results to the best practice models.

## **Chapter Five**

### **Results**

#### **Chapter Purpose**

There are two purposes for this applied research project. The first purpose, to develop best practice models<sup>31</sup> for the establishment of Citizen Corps Councils and for the management of volunteers by local Citizen Corps Councils, was achieved in Chapter Three. The second purpose is to assess the establishment practices and the volunteer management practices of Citizen Corps Councils in the United States using these best practice models.

This chapter presents the results of the three research methods used to assess the second purpose of comparing actual practice to the best practice developed from the literature review. The results are presented based on the components of the best practice models presented earlier. The answers to the survey questions are reviewed both in tables and narrative discussion. The narrative discussion incorporates the results from the focused interviews. The results from the content analysis are presented in both the narrative and table format.

The next section reports the results from the establishment practices of local Citizen Corps Councils.

#### **Establishment of the Citizen Corps Council**

##### **Sectors of the Community Represented on the Citizen Corps Council**

Community sectors represented on the Citizen Corps Council are shown in Table 5.1. The FEMA guidelines require no exact number of members or sectors that are to be

---

<sup>31</sup> Best practice models are also known as practical ideal types.

represented on the council. The ideal council would have all 14 recommended sectors<sup>32</sup> on it. A reasonable expectation at this early point of council development would be that at least half of the sectors (7 sectors) are represented. Official registration on the website requires that a Council must provide information about an endorsing government official, such as the Mayor, City/Town Manager, or the Director of Emergency Management (FEMA, 2002).

Table 5.1 Sectors of the Community Represented on the Citizen Corps Councils

Community Sector N = 91	Number of Councils with Sector Represented	% of Respondents
Emergency Management	82	90
Law Enforcement	70	77
Elected Official	53	58
Community Service Agencies	49	54
Neighborhood Groups	46	50
Senior Citizens	45	49
Business	39	43
Education (K-12)	27	30
Faith-based Organizations	24	26
Volunteer Center	23	25
Youth	21	23
Media	19	21
Ethnic Groups	17	19
Other	17	19
Higher Education	13	14

Responses to the “Other” sector included: equine and canine groups, staff from government agencies, housing officials, apartment complexes, and Jaycees. One person

---

<sup>32</sup> Emergency Management, Law Enforcement, Elected Official, Community Service Agencies, Neighborhood Groups, Faith-based Organizations, Volunteer Center, Youth, Ethnic Groups, Senior Citizens, Media, Business, Education (K-12), Higher Education.

stated, “We asked representatives from various faith-based organizations and churches to join, but we have not had much of a response.”

A further analysis of how many sectors are represented on each council yielded the numbers in Table 5.2. Almost 25% of the Councils have 3 or less of the sectors represented on their membership list. Another 29% have between 4 and 6 sectors represented. Looking at these two numbers together would indicate that less than half of the councils have at least 7 of these sectors represented on their membership lists.

Table 5.2 Number of Sectors Represented on the Citizen Corps Council

Sectors Represented N = 91	Number Councils	% of Respondents
1	10	11
2	6	7
3	7	8
4	10	11
5	10	11
6	9	10
7	13	14
8	10	11
9	4	4
10	3	3
11	4	4
12	1	1
13	1	1
14	1	1
15	2	2

It is not surprising to see that representatives from emergency management are on 90% of these Citizen Corps Councils since disaster and emergency relief is the main purpose of these groups. The number of Councils with representatives from the harder to reach sectors (on Table 5.1 from Education K-12 down) dropped noticeably when respondents completed the survey. Broad community representation has not been achieved as of this date.

## Mission or Purpose Statement and Action Plan

Local Citizen Corps Councils should have a mission or purpose statement as well as an action plan. The statement of mission or purpose should provide focus for the activities of the council and it should have the word “volunteer” in it. According to the FEMA guidelines (2002), an action plan should include long and short term goals, a community communication system of emergency warnings, and a community mobilization plan.

Table 5.3 presents the answers to the questions about the development of mission or purpose statement and an action plan. Almost 42% of the respondents did not have a mission or purpose statement. In addition, 46% of them did not have an action plan.

Table 5.3 Mission or Purpose Statement and Action Plan

Question N = 91	% of yes responses
Do you have a mission or purpose statement?	58
Do you have an action plan?	54

A content analysis of the mission or purpose statements found that these statements met the criteria for providing focus. The word “volunteer” was used in 64% of the documents analyzed. None of the action plans reviewed included any of the items listed in the FEMA guidelines. The results of this content analysis are displayed in Table 5.4.

Table 5.4 Results of Content Analysis for Mission/Purpose Statements and Action Plans

Document Analyzed	Number of Documents	Criteria	Number that Met Criteria
Mission or Purpose Statement	11	Does it provide focus?	11
		Does it include the word volunteer?	7
Action Plan	4	Does it include long and short term goals?	2
		Does it include a community communication system of emergency warnings?	0
		Does it include a community mobilization plan?	0

While 58% of the respondents replied with a yes that they have a mission or purpose statement, the content analysis revealed that 36% of the statements reviewed did not include the word “volunteer” in it. This indicates that the mission of volunteer involvement in council activities has not been clearly understood. The survey shows that 50% of the councils have an action plan, but none of the plans analyzed met all the guidelines from FEMA. Guidance for the development of action plans needs to be communicated to all local councils.

**Citizen Corps Programs Directly Supported**

Nationally, the Citizen Corps promotes four programs: Neighborhood Watch, Community Emergency Response Team (CERT), Volunteer in Police Service (VIPS), and Medical Reserve Corps (MRC). The survey did include questions about which of

these programs were directly supported by the Citizen Corps Council. The responses to that question are shown in Table 5.5.

Table 5.5 Citizen Corps Programs Directly Supported

Citizen Corps Program N = 91	% of Councils with the Program
Community Emergency Response Team (CERT)	89
Neighborhood Watch	47
Volunteers In Police Service (VIPS)	36
Medical Reserve Corps	16

By far, the most often supported program by the responding Citizen Corps Councils is CERT, with almost 90% supporting one or more teams. VIPS and MRC are less often supported by the respondents, but these two programs are the newest of the four, so it is not surprising to see them in fewer locations. Neighborhood Watch is the oldest of the four programs, so it is a little unexpected to see them supported by less than 50% of the respondents.

The next section reports the results from the use of best practices for volunteer management by the Citizen Corps Councils.

### **Use of Best Practices for Volunteer Management**

#### **On-going Management**

There are 7 items in the on-going management category within the best practice model volunteer management. All the best practices in this category should be used to effectively manage volunteers. The responses to the survey questions on the use of written policies and procedures, volunteer job description, written recruitment plan, screening process, record keeping for service hours as well as service outcome data are shown in Table 5.6. Responses to the staffing questions are presented in Table 5.8.

Table 5.6 Use of Best Practices for On-Going Volunteer Management

Best Practice Item N = 91	% of respondents
Written Policies and Procedures for Volunteers	52
Written Job Descriptions	41
Written Recruitment Plan	14
Screening Process	56
Record Keeping for Service Hours	66
Record Keeping on Service Outcome data	36

The low number of councils that use the best practices in this area of on-going management could be an indication of how inexperienced some of the organizers are in managing volunteers. Volunteer job descriptions and a written recruitment plan are the keystones to any effective volunteer program yet neither of these practices are used by more than 50% of the respondents. In fact, only 14% of them had a written recruitment plan. One person interviewed confirmed this observation with the following statement: “As an Executive Director of a non profit, I am well versed on all that is required for effective management of volunteers. Serving as the POC (point of contact) has been a stressful position in that local responders have little experience with project management and are very territorial.”

Another reason for not using these best practices is that Citizen Corps Councils are so new that these management tools have not yet been developed. Several points of contact stated, “New program still in the foundation stage.” In fact, as noted in the previous chapter, 15 points of contact replied via email that they were too new to even complete the survey.

The number of responding Citizen Corps Councils with a written recruitment plan was very low (only about 15%). The importance of recruitment was emphasized with this comment by a point of contact, “We are a new program and going through a learning curve. So far, the most difficult task is keeping volunteers interested in the program for continued attendance at meetings and activities.”

It is interesting to note that over 50% of the respondents do have written policies and procedures for the program, but not surprising since the Councils exist in a “legal” environment where policies and procedures are important. The two best practices used most were the screening process and record keeping for service hours. The need to screen potential volunteers is apparent based on the following comment: “You have to have control of your volunteers at all times. Some tend to think they are Ricky Ranger. We try to keep those types out of the program.” The number of respondents (36%) that stated they kept records on service outcome data was surprising given the apparent lack of experience in program management. Even experienced managers do not often use outcome based evaluations.

Content analysis of the written policies and procedures found that the Citizen Corps Councils use the policies from the specific programs<sup>33</sup> rather than having written procedures for the Council. As one respondent stated, “Council serves in an advisory/support capacity for CERT & VIPS. Questions above regarding volunteer policies should be referred to those programs.” Another point of contact said, “We are really just getting started, but a lot of the policies exist through our VIPS program.”

Job descriptions for volunteers mostly followed those of the sponsored programs. Three job descriptions were analyzed. The results of that content analysis are shown in

---

<sup>33</sup> CERT, VIPS, MRC, Neighborhood Watch.

Table 5.7. This analysis shows that the description of tasks is included, but time commitment, supervision, and required skills are not included in the descriptions. There is room for improvement in the way they are written.

Table 5.7 Results of Content Analysis for Job Descriptions

Document Analyzed	Number Analyzed	Information Provided On:	Number that Met Criteria
Job Descriptions	3	Description of tasks	3
		Time commitment required	1
		Supervisor	1
		Skills Needed	1

There is room for improvement in the way they are written.

A staff member should be designated as the manager of volunteers. This staff person should be full time in this management position. The answers from the survey to questions about staffing are shown in Table 5.8.

Table 5.8 Staff Time Devoted To Volunteer Management

Question N = 91	% respondents
Is there a staff person devoted to managing volunteers?	57
If yes how much time?	
100%	8
75%	8
50%	24
Less than 50%	60

While more than half of the respondents have staff devoted to managing volunteers, only 40% had a person who spent 50% or more of their time on this task. The best practice for staffing the volunteer program is not followed. There were some innovative ways to provide the supervisory support. This idea for supporting volunteers came from a respondent, “The city is divided into seven community orientated policing

areas and each area has Citizen Area Coordinators who recruit and communicate with 7-10 block coordinators each. The block coordinators communicate with about ten households. This structure was developed to prevent overload on any one person. It also reduces the chances that the program will become dependent on any one person as well. This was done intentionally to address sustainability.”

The interpretation of the answers to the survey for the on-going management category sends a mixed message. Some best practices are used by a little more than half of the respondents while others are used by less than half of them.

### **Support of Volunteers**

There are 5 items in the support of volunteers category within the best practice model volunteer management. All of these best practices for the support of volunteers are used to effectively manage volunteers. The responses to the survey questions on the use of formal recognition; reimbursement for out-of-pocket expenses; liability insurance for the volunteers; costs to volunteer; and communication are shown in Table 5.9.

Table 5.9 Use of Best Practices for Support of Volunteers

Question	Number of Respondents	% of respondents
Does the Council have a formal recognition program?	87	62
Does the Council provide reimbursement of out-of-pocket expenses?	88	28
Does the Council provide liability insurance coverage for volunteers?	89	37
Is there a charge to the volunteers to serve in the program?	90	8
Are there Council newsletters that are designed for the volunteers?	90	34

Formal recognition was provided by more than 60% of the respondents. While this is a high number in general, for volunteer recognition it is not high. Recognition is an integral component of a volunteer program, so it is surprising that a little less than 40% of the programs do not have a formal recognition.

Most programs do not have built-in costs, such as uniforms or equipment, which the volunteers have to pay for themselves. Only seven respondents said it does cost to volunteer for their council. At the same time though, only 28% provided reimbursements to volunteers for out-of-pocket expenses such as mileage reimbursement. Although few programs charge the volunteer directly, the volunteers do incur some costs while serving at most of the councils included in this survey.

The most unexpected finding on this table is that 63% of the respondents do not provide liability insurance for the volunteers. Liability is usually a big issue for both the volunteer and the sponsoring group (the council in this case) no matter what volunteer assignment is developed.

Communication with volunteers by newsletters either in print or on-line is done by only 34% of the respondents. Content analysis was done on only two newsletters and they both targeted the volunteer. This low number of newsletters is consistent with the lack of a recruitment plan as the two are usually linked.

The interpretation of the answers to the survey for the support of volunteer questions continues to send a mixed message. As for on-going management, some best practices for the support of volunteers are used by a little more than half of the respondents, while others are used by less than half of them.

## Training

The two items in the training category within the best practice model volunteer management are orientation and in-service. Effective volunteer programs provide both of these trainings. The responses to the survey questions on training are provided in Table 5.10.

Table 5.10 Use of Best Practices for Training

Type of Training Provided N = 91	% of Yes responses
Initial Orientation	70
In-Service Training	70

Both initial orientation and in-service training are provided by 70% of the respondents. A comment from one of the point of contacts may help explain why some do not provide training: “this council is composed of representatives of the identified volunteer programs. Direct service volunteer remains active in individual programs. The council is a coordinating body not a service delivery organization.” Another respondent stated, “Our training program consists of the 20-hour minimum program designed by the Department of Homeland Security with modules in several areas. These modules include: Disaster Preparedness; Fire Safety; Medical Operations such as First Aid and CPR; Search and Rescue; CERT Organization; Disaster Psychology; and Terrorism.” From these comments and content analysis done on 11 agendas, the Citizen Corps programs (CERT, MRC, VIPS, and Neighborhood Watch) provide training for the volunteers serving in their specific program.

## **Summary**

This chapter provides the results of the comparison between the two best practice models and the actual practice of the respondents. The comparison accomplishes the second purpose of this applied research project. The results from the surveys were provided in both tabular and narrative format. In addition, the narrative explanation included the results of the survey, the content analysis and the focused interviews. The next chapter provides a summary of the results.

## **Chapter Six**

### **Conclusion**

#### **Chapter Purpose**

This chapter summarizes the results of this applied research project. There were two purposes for this research. The first purpose was to develop two best practice models. One model concentrated on the establishment of Citizen Corps Councils and the second focused on the management of volunteers by the Councils. The second purpose was to assess the establishment of Citizen Corps Councils in the United States and the management of volunteers by these Councils using the best practice models. This assessment was done by comparing the actual establishment of the Councils and volunteer management used by them to the best practice models<sup>34</sup>. Citizen Corps Councils that have a city or town as their service area were the unit of analysis for this applied research project. Survey research, focused interviews, and content analysis were used to gather the information about the establishment and volunteer management of these Citizen Corps Councils. A summary table of the findings is presented and recommendations are made in this chapter.

#### **Summary of Findings for Establishment of a Citizen Corps Council**

This section summarizes the findings on the establishment of Citizen Corps Council from this research project. Table 6.1 provides a summary of these findings. This table uses data collected from all three research methods<sup>35</sup> to determine if evidence existed to support the practical ideal type category.

---

<sup>34</sup> Best practice models are also known as practical ideal types.

<sup>35</sup> Methods used were survey research, focused interviews, content analysis.

**Table 6.1 Summary of Findings for Establishment of a Citizen Corps Council**

<b>Ideal Type Categories</b>	<b>Evidence Supports the Best Practice</b>
<b>Establishment of Citizen Corps Council</b>	
<input type="checkbox"/> Sectors represented on Council	Yes but room for improvement
<input type="checkbox"/> Statement of Mission or Purpose	Yes but only 50%
<input type="checkbox"/> Development of Action Plan	Yes but only 50%
<input type="checkbox"/> Involvement with the following: Neighborhood Watch CERT VIPS Medical Reserve Corps	Yes for CERT  Mixed for Neighborhood Watch and VIPS  No for Medical Reserve Corps

**Discussion of Findings on the Establishment of Citizen Corps Councils**

**Membership**

Overall the establishment of the Citizen Corps Councils followed the guidelines as presented in the Federal Emergency Management Agency’s (FEMA) *The Citizen Corps: A Guide for Local Officials* (April, 2002). Every sector in the community recommended to be on a council by FEMA’s *Guide* is represented on at least one of the responding councils. Less than half of the councils have 7 or more sectors represented. Seven sectors are half of the recommended list. It would appear that councils are not representative of the general community.

There were six respondents who did not have any elected official or emergency management official on the membership list. One of the requirements to register on-line is to have at least one of these groups represented. This would lead to a conclusion that not all councils that are registered on-line have followed the guidelines.

The harder to reach sectors such as K-12 education, faith-based organizations, youth, media, ethnic groups, and higher education are not as broadly represented on the councils. All these categories were represented on less than 40% of the respondent surveys.

Ethnic group participation in the membership is reflected on only 19% of the responding councils. Since ethnic groups tend to have a higher poverty rate than non-ethnic groups, this finding would suggest that representation from the low-income sector of the community is also minimal.

### **Mission or Purpose Statement and Action Plan**

Mission or purpose statements were the most common characteristic found among the Citizen Corps Councils. The statements were short and focused the activity of the councils on disasters and emergencies. The word “volunteer” was not always in the statements.

Action plans were developed but did not follow the FEMA guidelines. In fact, they fell short of having the required elements. Other emergency management plans exist at the local level. A good follow-up to this question about action plans would be to examine these other plans to see if maybe the FEMA guidelines required duplication.

### **Involvement with Nationally Promoted Programs**

Most of the Citizen Corps Councils were involved with the better known programs (CERT and Neighborhood Watch). Some of the councils were formed by joining committees for these programs together. VIPS and MRC are the newest programs and are not sponsored at very many sites.

## Recommendations on the Establishment of Citizen Corps Councils

The recommendations on the establishment of Citizen Corps Councils are presented in Table 6.2 and discussed in this section.

### Membership

1. The councils should make an effort to involve K-12 education, faith-based organizations, youth, media, ethnic groups, and higher education at a higher rate than the data from this research suggests they are now involved.
2. There should be more targeted publicity at the national level to promote membership on the Citizen Corps Councils from all of the harder to reach sectors.
3. The National Citizen Corps Council should make general recommendations on how many members make up a council and suggest how many sectors should be represented.

**Table 6.2 Recommendations on the Establishment of Citizen Corps Councils**

Ideal Type Categories	Recommendations
<ul style="list-style-type: none"> <li>❑ Sectors represented on Council</li> </ul>	<ul style="list-style-type: none"> <li>❑ Increase membership from K-12 education, faith-based organizations, youth, media, ethnic groups, and higher education</li> <li>❑ Targeted publicity</li> <li>❑ Set minimum number of members and sectors</li> </ul>
<ul style="list-style-type: none"> <li>❑ Statement of Mission or Purpose</li> </ul>	<ul style="list-style-type: none"> <li>❑ All statements should include the word “volunteer” in them</li> <li>❑ A sample mission or purpose statement should be recommended</li> </ul>
<ul style="list-style-type: none"> <li>❑ Development of Action Plan</li> </ul>	<ul style="list-style-type: none"> <li>❑ Examine requirements for local emergency plans</li> </ul>
<ul style="list-style-type: none"> <li>❑ Involvement with the following: Neighborhood Watch CERT VIPS Medical Reserve Corps</li> </ul>	<ul style="list-style-type: none"> <li>❑ Promotion at the national level for with emphasis on VIPS and MRC</li> <li>❑ Citizen Corps Councils should coordinate with all existing programs in the community</li> </ul>

### **Mission or Purpose Statement and Action Plan**

1. If the purpose of Citizen Corps Councils is the involvement of volunteers, then all mission or purpose statements should include the word “volunteer” in them.
2. A sample mission or purpose statement should be recommended by the National Citizen Corps Council. This sample could be from an operating council.
3. Requirements for local emergency plans from other laws or regulations<sup>36</sup> should be examined for duplication between those requirements and the FEMA action plan recommendations. If there is duplication, Citizen Corps Councils could become a part of those plans.

### **Involvement with Nationally Promoted Programs**

1. Promotion at the national level for all four of the programs needs to continue with emphasis on VIPS and MRC.
2. Citizen Corps Councils should coordinate with all existing programs in the community, especially Neighborhood Watch.

### **Summary of Findings on Volunteer Management by a Citizen Corps Council**

This section summarizes the overall findings on volunteer management by the Citizen Corps Councils from this research project. Table 6.2 provides a summary of these findings. This table uses data collected from all three research methods<sup>37</sup> to determine if evidence existed to support the practical ideal type category.

---

<sup>36</sup> For example The Emergency Planning and Community Right to Know Act and Title III of the 1986 Superfund Amendments and Reauthorization Act requiring the development of Local Emergency Planning Committees, (Whitney and Lindell, 2000, 467).

<sup>37</sup> Methods used were survey research, focused interviews, content analysis.

Table 6.3 Summary of Findings on Volunteer Management by a Citizen Corps Council

<b>Use of Best Practices for Volunteer Mgt.</b>	<b>Evidence Supports the Best Practice</b>
<ul style="list-style-type: none"> <li>□ On-going Management               <ul style="list-style-type: none"> <li>Written Policies and Procedures</li> <li>Staff (Director of Volunteers)</li> <li>Written Job Descriptions</li> <li>Written Recruitment Plan</li> <li>Screening Process</li> <li>Record Keeping for Service Hrs.</li> <li>Record Keeping for Outcomes</li> </ul> </li> </ul>	Overall a mixed response Yes but only 50% Yes but most staff is less than 50% time No No No Yes No
<ul style="list-style-type: none"> <li>□ Support of Volunteers               <ul style="list-style-type: none"> <li>Formal Recognition</li> <li>Out-of-Pocket reimbursements</li> <li>Cost to volunteer</li> <li>Liability Insurance Provided</li> <li>Communication</li> </ul> </li> </ul>	Overall a mixed response Yes No Yes (does not cost) No No
<ul style="list-style-type: none"> <li>□ Training               <ul style="list-style-type: none"> <li>Orientation</li> <li>In-Service</li> </ul> </li> </ul>	Yes Yes but only 50% Yes but only 50%

## **Discussion of Findings of the Use of Best Practices for Volunteer Management**

### **On-Going Management**

Of the best practices under this category, the findings from the research only produced evidence that three of the practices were used by Citizen Corps Councils. Only 50% of the councils used these practices. The three best practices used by these councils were written policies and procedures, record keeping for service hours, and staff to coordinate the volunteer program. Even though evidence was found for written policies and procedures, these policies were more related to a specific program and were not for the Citizen Corps Council. Staff for coordinating the program was also present in the findings, but time spent on the program was less than 50% for the majority of the respondents. Therefore, even though there is evidence of staffing, the staffing is not full-time as the review of the literature suggested it should be for volunteer management.

Volunteer record keeping for service hours is good. Volunteer record keeping on service outcomes is not as good, but is completed by several councils. The overall evidence for the on-going management category of the practical ideal type suggests that the Citizen Corps Councils do not use best practices in this category.

### **Support of Volunteers**

The evidence for the use of best practices in the Support of Volunteers category is not enough to suggest consistency with the practical ideal type. Recognition is used, but not at the level that was expected.

There are a few councils that charge the volunteer directly to be part of the program; however, there is an indirect charge to them because most of the councils do not provide reimbursement for out-of-pocket expenses. In addition, liability insurance coverage is not provided by many of the councils. These three items, plus the lack of ethnic involvement in the council membership, suggest barriers for low-income community residents to participate as volunteers.

Few councils produce newsletters for volunteers or anyone else. Newsletters are an easy way to communicate to internal and external stakeholders. This lack of newsletters makes the recruitment of volunteers and generation of support for the council.

The overall evidence for the volunteer support category of the practical ideal type suggests that the Citizen Corps Councils do not use the best practices in this category.

### **Training**

The training provided by the responding Citizen Corps Councils is based on the curriculum for each of the four national programs<sup>38</sup>. This best practice is used by the majority of the councils. However, there is not an integrated curriculum that could be

---

<sup>38</sup> CERT, VIPS, MRC, and Neighborhood Watch are the four national programs.

used for volunteers assigned to the Citizen Corps Council as opposed to one of the four programs. This reinforces the concept the council is an indirect program supporting the national programs.

**Recommendations for Volunteer Management by the Citizen Corps Councils**

Local Citizen Corps Councils need to use the best practices for managing volunteers recommended in the literature and this paper. The recommendations on the use of volunteer management practices are displayed in Table 6.4.

**Table 6.4 Recommendations Volunteer Management by the Citizen Corps Councils**

<b>Ideal Type Category</b>	<b>Recommendations</b>
<ul style="list-style-type: none"> <li>❑ On-going Management</li> </ul>	<ul style="list-style-type: none"> <li>❑ Develop written policies and procedures, written job descriptions, written recruitment plans, and a screening process</li> <li>❑ Job descriptions should be written in performance measurement terms</li> </ul>
<ul style="list-style-type: none"> <li>❑ Support of Volunteers</li> </ul>	<ul style="list-style-type: none"> <li>❑ Out-of-pocket expenses should be reimbursed</li> <li>❑ Formal recognition should be routine</li> <li>❑ Provide liability insurance</li> <li>❑ Develop volunteer newsletters</li> </ul>
<ul style="list-style-type: none"> <li>❑ Training</li> </ul>	<ul style="list-style-type: none"> <li>❑ Councils should be the focal point for all training</li> </ul>

1. Councils should develop written policies and procedures, written job descriptions, written recruitment plans, and a screening process.
2. Volunteer job descriptions should be written in performance measurement terms.  
The councils could then collect service data on the outcomes for those measurements.
3. Volunteers should receive assistance with their out-of-pocket expenses.
4. Councils should provide formal recognition to the volunteers.

5. Volunteers should receive liability insurance coverage.
6. Councils should develop newsletters. These newsletters could be e-letters or posted on the council's web site.
7. Local Citizen Corps Councils should be the focal point for all training.

### **Overall Recommendations for Citizen Corps Councils**

There is a question at the community level as to the purpose of the Citizen Corps Council or if there is even a need for it. One point of contact stated, "There are a few clever things that FEMA has done with Citizen Corps; however, lofty goals, over-extending and under supporting volunteer programs will be its undoing."

1. Citizen Corps must redefine its mission on a national level. There are entities already doing the intended activities of the Citizen Corps Councils. Citizen Corps must examine itself to see if there is really a need for it in the community.
2. The re-definition of Citizen Corps could be that its mission is to expand the four national programs into communities where none of these programs exist. It must acknowledge that in some communities there may be no need for a local council to exist.
3. Citizen Corps should find some way to merge the four national programs into one volunteer management system. If they do not do this then there may be no reason for it to exist as at least three of the programs<sup>39</sup> already have successful volunteer management systems.
4. Local Citizen Corps Councils must reach out to the non-profit community for assistance with volunteer management.

---

<sup>39</sup> CERT, VIPS, and Neighborhood Watch.

## **Future Research**

Since Citizen Corps Councils are new, there are many areas for further research.

The findings of this research project suggest the following additional research:

1. Conduct a similar research project to this one but use the Citizen Corps Councils at the county and regional levels as the unit of analysis.
2. Investigate how Citizen Corps Councils are coordinating with groups established under the Stafford Act or the Emergency Planning and Community Right-to-Know Act. The research could determine areas of duplication.
3. Research funding issues surrounding Citizen Corps Councils to see how they are supported.
4. Study the impact Citizen Corps Councils have had on a disaster. Several survey request responses indicated that some staff had been active in relief efforts after the Florida hurricanes in 2004.
5. Conduct a case study on a Citizen Corps Council to determine (1) how representative the membership is of the community and (2) if and how they manage volunteers.

Appendix A: E-mail Survey Request Sent on September 15, 2004

I am a candidate for a Master of Public Administration in the Graduate School at Texas State University. As part of the requirements for that degree I am conducting an applied research project on the establishment of Citizen Corps Councils and how they manage volunteers. Please click on the following link to complete a short survey:

[http://www.questionpro.com/akira/TakeSurvey?id=174113&\\_respondentID=987141&ext\\_ref=xxxx](http://www.questionpro.com/akira/TakeSurvey?id=174113&_respondentID=987141&ext_ref=xxxx)

To further my research goals, I would like to review any of the following documents or lists that you may have developed for your Citizen Corps Council:

- A list of members and their affiliation of your Citizen Corps Council
- A copy of the mission or purpose statement for the Council
- A copy of the Council's action plan
- A copy of any written policies or procedures you have for the volunteer program
- Copies of volunteer job descriptions
- Copies of any agendas for volunteer training (orientation or in-service)
- Copies of volunteer newsletters

These copies can be sent to me either by regular mail or e-mail. Both addresses are at the bottom of this letter. If the items listed above are available on your website, there is an opportunity for you to tell me

that on the survey. In order to meet the deadlines for my research project, I need the survey and materials returned to me by September 24, 2004.

If you have any questions, please contact me. If you wish to verify the purpose of this research, please contact Dr. Patricia Shields, Director of the Master of Public Administration Program at Texas State University. She can be reached by telephone at 512-245-2143 or by e-mail at [ps07@txstate.edu](mailto:ps07@txstate.edu).

I sincerely thank you for your time.

Jerry Thompson  
MPA Graduate Student  
Texas State University  
Address was provided  
Austin, TX 78759  
[jt1048@txstate.edu](mailto:jt1048@txstate.edu)

Please click on the link below to take a short survey:-

[http://www.questionpro.com//akira/TakeSurvey?id=174113&\\_respondentID=987141&ext\\_ref=xxxx](http://www.questionpro.com//akira/TakeSurvey?id=174113&_respondentID=987141&ext_ref=xxxx)

Appendix B: Survey of Citizen Corps Councils that Serve Cities or Towns

Name of Citizen Corps Council: \_\_\_\_\_

1. Check the following sectors that are represented on your Council:

- |   |   |
|---|---|
| <input type="checkbox"/> Elected Officials    | <input type="checkbox"/> Community Service agencies |
| <input type="checkbox"/> Law Enforcement      | <input type="checkbox"/> Faith-based Organizations  |
| <input type="checkbox"/> Emergency Management | <input type="checkbox"/> Business                   |
| <input type="checkbox"/> Neighborhood groups  | <input type="checkbox"/> Volunteer Center           |
| <input type="checkbox"/> Senior Citizens      | <input type="checkbox"/> Media                      |
| <input type="checkbox"/> Youth                | <input type="checkbox"/> Ethnic groups              |
| <input type="checkbox"/> Education (K-12)     | <input type="checkbox"/> Higher Education           |

2. Does your Council have a mission or purpose statement?

- Yes     No

3. Does your Council have an action plan?

- Yes     No

4. Please check which of the following programs your Council directly supports.

- Neighborhood Watch
- Community Emergency Response Team (CERT)
- Volunteer In Police Service (VIPS)
- Medical Reserve Corps

5. Does your Council have written policies and procedures for the volunteer program and volunteers?

- Yes     No

6. Does your Council have Staff person whose time is devoted to coordinating volunteers?

- Yes     No

7. If you answered yes #6, how much time is devoted to coordinating volunteers?

- 100%       75%       50%       Less than 50%

8. Does your Council have Job or Assignment Descriptions for the volunteers?

- Yes     No

9. Does your Council have a written recruitment plan?

- Yes     No

10. Does your Council have a screening process for placement of the volunteers?  
 Yes     No
11. Record keeping on volunteer service hours  
 Yes     No
12. Does your Council keep records on outcome data on the volunteer's service?  
 Yes     No
13. Does your Council provide formal recognition of volunteers?  
 Yes     No
14. Does your Council provide reimbursement of out-of-pocket expenses for volunteers?  
 Yes     No
14. Does your Council provide liability insurance for the volunteers?  
 Yes     No
15. Does your Council produce newsletters that are designed for the volunteers (either hard copy or on-line)?  
 Yes     No
16. Is there a charge to the volunteer to serve in your program? These could include costs for equipment, uniforms, etc.  
 Yes     No
17. Does your Council provide an initial orientation for the volunteers?  
 Yes     No
18. Does your Council provide in-service training opportunities for volunteers?  
 Yes     No
19. Please add any comments you may have about the operation of your Citizen Corps Council and volunteer management:

If your Council has any of the following documents available on your web site, please check the box:

<u>Item</u>	Available on website
List of members and their affiliation of your Citizen Corps Council	<input type="checkbox"/>
Mission or purpose statement for the Council	<input type="checkbox"/>
Council's action plan	<input type="checkbox"/>
Written policies or procedures you have for the volunteer program	<input type="checkbox"/>
Volunteer job descriptions	<input type="checkbox"/>
Agendas for volunteer training (orientation or in-service)	<input type="checkbox"/>
Volunteer newsletters	<input type="checkbox"/>

Web site address:

THANK YOU FOR YOUR TIME AND ASSISTANCE.

Appendix C: E-mail Survey Second Request Sent on September 22, 2004

Last week I sent you a request for information on your Citizen Corps Council. This request was made as part of my research for my Masters Degree from Texas State University. I really need your assistance to further my research goals.

I appreciate how busy you are with your Council. However, it would be appreciated if you could take a few minutes and complete the attached survey. The average time to complete the survey has been 4 minutes. Please click on the following link to complete a short survey:

[http://www.questionpro.com/akira/TakeSurvey?id=174113&\\_respondentID=\\${respondentID}&ext\\_ref=xxxx](http://www.questionpro.com/akira/TakeSurvey?id=174113&_respondentID=${respondentID}&ext_ref=xxxx)

To further my research goals, I would like to review any of the following documents or lists that you may have developed for your Citizen Corps Council:

- A list of members and their affiliation of your Citizen Corps Council
- A copy of the mission or purpose statement for the Council
- A copy of the Council's action plan
- A copy of any written policies or procedures you have for the volunteer program
- Copies of volunteer job descriptions
- Copies of any agendas for volunteer training (orientation or in-service)
- Copies of volunteer newsletters

These copies can be sent to me either by regular mail or e-mail. Both addresses are at the bottom of this letter. If the items listed above are available on your website, there is an opportunity for you to tell me that on the survey.

If you have any questions, please contact me. If you wish to verify the purpose of this research, please contact Dr. Patricia Shields, Director of the Master of Public Administration Program at Texas State University. She can be reached by telephone at 512-245-2143 or by e-mail at ps07@txstate.edu.

If you could return the completed survey and requested materials to me no later than October 6, 2004, I would appreciate it.

Thank you for your assistance.

Jerry Thompson  
MPA Graduate Student  
Texas State University  
Address provided  
Austin, TX 78759  
jt1048@txstate.edu

Please click on the link below to take a short survey:-

[http://www.questionpro.com//akira/TakeSurvey?id=174113&\\_respondentID=\\${respondentID}&ext\\_ref=xxxx](http://www.questionpro.com//akira/TakeSurvey?id=174113&_respondentID=${respondentID}&ext_ref=xxxx)

Appendix D: Focused Interview Questions

Name of Person Interviewed:

1. On your survey you indicated that only government agencies are represented on the Council. Is there some reason for why the Council is not more representative of the community?

OR

On your survey you indicated that \_\_\_\_\_ sectors are represented on your Council. Please explain the rationale behind the decision to be inclusive.

2. On your survey you indicated that the Council is only involved with \_\_\_\_\_ programs (or none of the programs). Are these other programs active in your community?

3. Describe how much time you devote to managing the volunteer program.

4. Describe how you recruit volunteers.

5. Describe how you screen and place volunteers.

6. How do you keep records on service time?

7. How do you keep records on service outcomes?



	Job Descriptions _____ Training _____ Dress Code _____ Confidentiality _____ Termination _____ Evaluation _____
Written Job descriptions	Yes _____ No _____  If yes, do they include: Description of tasks _____ Time commitment required _____ Supervisor _____ Skills needed _____
Newsletters either in hard copy or posted on the web site	Yes _____ No _____  If yes, is the target reader the volunteer or potential volunteer? Yes _____ No _____
Initial Orientation agenda	Yes _____ No _____  If yes, does include: Information on the assignment _____ History of CCC _____ Mission of CCC _____ Policies and procedures _____
In-service training agenda	Yes _____ No _____  If yes, how often? _____  Sample topics:

## Appendix F: References

- American Statistical Association. "ASA Series: What Is a Survey?" Alexandria, VA: American Statistical Association (1999).
- Babbie, Earl. *The Practice of Social Research, 9<sup>th</sup> Edition*. Belmont, CA: Wadsworth (2001).
- Blankenship, Janie. "Citizen Corps is Calling on You." *VFW, Veterans of Foreign Wars Magazine* 90, Issue 8 (April 2003) 14-15.
- Brown, Eleanor. "The Scope of Volunteer Activity and Public Service." *Law and Contemporary Problems* 62, No. 4 (August 1999) 17-42.
- Brudney, Jeffrey L. *Fostering Volunteer Programs in the Public Sector*. San Francisco: Jossey-Bass Publishers (1990).
- Brudney, Jeffrey L. "The Effective Use of Volunteers: Best Practices for the Public Sector." *Law and Contemporary Problems* 62, No. 4 (August 1999) 219-255.
- Brudney, Jeffery L. and Gazley, Beth. "The USA Freedom Corps and the Role of the States." *Spectrum: The Journal of State Government* (Fall, 2002) 34-38.
- Bush, George W. "2002 State of the Union Message" accessed at [www.whitehouse.gov](http://www.whitehouse.gov) on October 1, 2004.
- Carson, Emmett D. "On Defining and Measuring Volunteering in the United States and Aboard." *Law and Contemporary Problems* 62, No. 4 (Autumn 1999) 67-71.
- Citizen Corps information adapted from [www.citizencorps.gov](http://www.citizencorps.gov).
- Community Emergency Response Team (CERT) description adapted from [www.training.fema.gov/emiweb/CERT](http://www.training.fema.gov/emiweb/CERT).
- Cuny, Frederick C. Principles of Disaster Management Lesson 6 *Personnel and Personnel Management*. Disaster Management Center at the University of Wisconsin at Madison. Downloaded from [www.dmc.engr.wisc.edu/courses](http://www.dmc.engr.wisc.edu/courses) on October 13, 2002.
- Dallas Telecollege. Management 1374. Downloaded from [www.ollie.dcccd.edu/mgmt1374](http://www.ollie.dcccd.edu/mgmt1374) on October 11, 2004.
- Davis, Tracy C. "Between History and Event: Rehearsing Nuclear War Survival." *TDR: The Drama Review* 46, Issue 4 (Winter 2002) 11-46.

- Department of Labor. "Volunteering In The United States, 2003." Press release downloaded from <http://www.bls.gov/news.release/pdf/volun.pdf> on October 15, 2004.
- Drucker Foundation. "How to Develop a Mission Statement." Drucker Foundation Self-Assessment Tool. Downloaded from [www.pfdf.org/leaderbooks](http://www.pfdf.org/leaderbooks) on October 11, 2004.
- Dynes, R.R. "Community Emergency Planning: False and Inappropriate Analogies." *International Journal of Mass Emergencies and Disasters* 12 No. 2 (1994) 97-112. Cited in McEntire, David M. and Myers, Amy. "Preparing Communities for Disasters: Issues and Processes for Government Readiness." *Disaster Prevention and Management* 13, No. 2 (2004) 140-152.
- Executive Order 13254. "Establishing the USA Freedom Corps." Downloaded from [www.whitehouse.gov](http://www.whitehouse.gov) on October 1, 2004.
- Ellis, Susan J. *From the Top Down: The Executive Role in Volunteer Programs*. Philadelphia, PA: Energize 1996.
- Farr, Cheryl A. and Carl F. Valente. *Service Delivery in the 90's: Alternative Approaches for Local Governments*. Washington, D.C.: International City Management Association 1989.
- Fisher, James C. and Kathleen M. Cole. *Leadership and Management of Volunteer Programs: A Guide for Volunteer Administrators*. San Francisco: Jossey-Bass: 1993.
- Federal Emergency Management Agency (FEMA). "*Citizen Corps: A Guide for Local Officials*". Washington, D.C. (January 2002).
- Federal Emergency Management Agency (FEMA). "*About FEMA*." Downloaded from [www.fema.gov/about/history](http://www.fema.gov/about/history) on September 18, 2004.
- Federal Emergency Management Agency (FEMA). "*Introduction to State and Local EOP Planning Guidance*." Downloaded from [www.fema.gov/preparedness/ncb.shtm](http://www.fema.gov/preparedness/ncb.shtm) on September 15, 2004.
- Foundation Center. "Develop Vision and Mission Statement. Downloaded from [www.fdncenter.org/learn](http://www.fdncenter.org/learn) on October 11, 2004.
- Fritz, C. "Disaster." *International Encyclopedia of the Social Sciences*. New York: MacMillan and The Free Press: 1968. Cited in Ronald W. Perry and Lindell, Michael K. "Understanding Citizen Response to Disasters with Implications for Terrorism." *Journal of Contingencies & Crisis Management* 11, Issue 2 (June 2003) 49-60.

- Goltz, J., L. Russell, and L. Bourque. "Initial Behavioral Response to a Rapid Onset Disaster." *International Journal of Mass Emergencies and Disasters* 10 (1992) 43-69.
- Green III, Walter G, ed. *The Electronic Encyclopaedia of Civil Defense and Emergency Management* available at [www.richmond.edu/~wgreen/encyclopedia.htm](http://www.richmond.edu/~wgreen/encyclopedia.htm) accessed on November 6, 2004.
- Grossman, Jean Baldwin and Furano, Kathryn. "Making the Most of Volunteers." *Law and Contemporary Problems* 62, No. 4 (August 1999) 199-218.
- Haines, Mike. *Volunteers: How to Find Them .. How to Keep Them!* British Columbia, Canada: VARC, 1977.
- James, T.F. and D.E. Wenger. "Public Perception of Disaster-related Behaviors." In Baker, E. (Ed.) *Hurricanes and Coastal Storms*. Tallahassee, FL: Florida State University Press 1980. Cited in Ronald W. Perry and Lindell, Michael K. "Understanding Citizen Response to Disasters with Implications for Terrorism." *Journal of Contingencies & Crisis Management* 11, Issue 2 (June 2003) 49-60.
- Johnson, N.R., W. Feinberg, and D. Johnston. "Microstructure and Panic" in R. Dynes and K. Tierney, eds. *Disasters, Collective Behaviour, and Social Organisation*. Newark, DE: University of Delaware Press 1994, 168-189. Cited in Ronald W. Perry and Lindell, Michael K. "Understanding Citizen Response to Disasters with Implications for Terrorism." *Journal of Contingencies & Crisis Management* 11, Issue 2 (June 2003) 49-60.
- Kemp, Roger L. "Homeland Security: Trends in America." *National Civic Review*, 92, No. 4 (Winter 2003) 45-52.
- Lane, Peter and Cynthia Shultz. "An Overview of Volunteerism in County Government." *The Journal of Volunteer Administration* 15, No. 2 (Winter 1997) 2-7. Article downloaded from Energize, Inc at [www.energizeinc.com](http://www.energizeinc.com) on October 11, 2004.
- Lenkowsky, Leslie. "The Bush Administration's Civil Agenda and National Service." *Society* 40, Issue 2 (January/February, 2003) 7-12.
- Markwood, Sandra Reinsel. "Volunteers in Local Government: Partners in Service." *Public Management* 76, No. 4 (April 1994) 6-11.
- McClendon, Bruce W. "Putting a Bias for Action Planning Agency Management: A Practitioner's Perspective." *Public Administration Review* 46, No. 4 (July-August 1986) 352-255.

- McElrath, Gary G. "Planning is Easy as M-B-O." *Manager's Magazine* 69, Issue 9 (September 1984) 36-37.
- McEntire, David M. and Myers, Amy. "Preparing Communities for Disasters: Issues and Processes for Government Readiness." *Disaster Prevention and Management* 13, No. 2 (2004) 140-152.
- Medical Reserve Corps (MRC) description adapted from information at [www.medicalreservecorps.gov](http://www.medicalreservecorps.gov).
- Middaugh, Donna J. "Maintaining Management During Disaster." *MEDSURG Nursing* 12, Issue 2 (April 2003) 125-128.
- Midlarsky, E. "Aiding Responses: An Analysis and Review." *Merrill-Palmer Quarterly* 14 (1968) 229-260. Cited in Ronald W. Perry and Lindell, Michael K. "Understanding Citizen Response to Disasters with Implications for Terrorism." *Journal of Contingencies & Crisis Management* 11, Issue 2 (June 2003) 49-60.
- Morley, E. "Patterns in the Use of Alternative Service Delivery Approaches." In *Municipal Year Book*. Washington, D.C.: International City/County Management Association 1989. Cited in Lane, Peter and Cynthia Shultz. "An Overview of Volunteerism in County Government." *The Journal of Volunteer Administration* 15, No. 2 (Winter 1997) 2-7.
- Morrisey, George L. "Who Needs a Mission Statement? You Do." *Training and Development Journal* 42, Issue 3 (March 1988) 50-53.
- National Law Enforcement Policy Center. "Model Policy for Volunteers." Downloaded from [www.policevolunteers.org](http://www.policevolunteers.org) on July 15, 2004.
- Naylor, Harriet H. *Volunteers Today – Finding, Training, and Working with Them*. Dryden, New York: Dryden Associates, 1973.
- Neighborhood Watch description adapted from information on [www.usaonwatch.org](http://www.usaonwatch.org).
- Nilson, Linda B. "The Disaster Victim Community: Part of the Solution, Not The Problem." *Policy Studies Review* 4, Issue 4 (May 1985) 689-697.
- O'Connell, Brian. *Effective Leadership in Voluntary Organizations*. Chicago: Follett Publishing Company, 1976.
- Odiorne, George S. "MBO Means Having a Goal and a Plan Not Just a Goal." *Manage* 44, Issue 1 (September 1992) 6-10.
- Ollendick, G. and M. Hoffman. "Assessment of Psychological Reaction in Disaster Victims." *Journal of Community Psychology* 10 (1983) 157-167. Cited in Ronald

- W. Perry and Lindell, Michael K. "Understanding Citizen Response to Disasters with Implications for Terrorism." *Journal of Contingencies & Crisis Management* 11, Issue 2 (June 2003) 49-60.
- Perry, Ronald W. and Lindell, Michael K. "Understanding Citizen Response to Disasters with Implications for Terrorism." *Journal of Contingencies & Crisis Management* 11, Issue 2 (June 2003) 49-60.
- Quarantelli, E.L. "The Nature and Conditions of Panic." *American Journal of Sociology* 60, (1954) 267-275. Cited in Ronald W. Perry and Lindell, Michael K. "Understanding Citizen Response to Disasters with Implications for Terrorism." *Journal of Contingencies & Crisis Management* 11, Issue 2 (June 2003) 49-60.
- Quarantelli, E.L. and R.R. Dynes. "When Disaster Strikes." *Psychology Today* 5 (1972) 67-70. Cited in Ronald W. Perry and Lindell, Michael K. "Understanding Citizen Response to Disasters with Implications for Terrorism." *Journal of Contingencies & Crisis Management* 11, Issue 2 (June 2003) 49-60.
- RGK Center for Philanthropy and Community Service, *Investing in Volunteers*, accessed at [www.rgkcenter.utexas.edu/research\\_investing/html](http://www.rgkcenter.utexas.edu/research_investing/html).
- Robert, Michel. *The Power of Strategic Thinking*. New York: McGraw-Hill, 2000.
- Schindler-Rainman, Eva and Ronald Lippitt. *The Volunteer Community: Creative Use of Human Resources 2<sup>nd</sup> Edition*. La Jolla, California: University Associates, 1977.
- Singer, T. "An Introduction to Disaster." *Aviation, Space, and Environmental Medicine* 53 (1982) 23-49. Cited in Ronald W. Perry and Lindell, Michael K. "Understanding Citizen Response to Disasters with Implications for Terrorism." *Journal of Contingencies & Crisis Management* 11, Issue 2 (June 2003) 49-60.
- Smith, David Horton. "Altruism." In John Harman, ed. *Volunteerism in the Eighties*. Washington, D.C.: University Press of America, 1982, 23-25.
- Sociological Research Skills. "Focused (Semi-structured) interviews." Downloaded from [www.sociology.org.uk](http://www.sociology.org.uk) on July 25, 2004.
- Tennessee Emergency Management Agency. "*History of Civil Defense & Emergency Management in Tennessee*." Downloaded from [www.tnema.org/archives/emhistory/](http://www.tnema.org/archives/emhistory/) on September 18, 2004.
- The 9-1-1 Commission Report downloaded from [www.gpoaccess.gov/911/](http://www.gpoaccess.gov/911/) on October 11, 2004.
- USA Freedom Corps information adapted from [www.freedomcorps.gov](http://www.freedomcorps.gov).

- United States Department of Labor (DOL). Current Population Survey for September 2002 – September 2003. Released on December 17, 2003. Downloaded from [www.bls.gov/cps/](http://www.bls.gov/cps/) on September 25, 2004.
- Urban Institute. *Volunteer Management Capacity in America's Charities and Congregations: A Briefing Report*. Washington, D.C.
- Valente, C.E. and Manchester, L.D. "Rethinking Local Services: Examining Alternative Delivery Approaches." *Information Service Special Report, No. 12*. Washington, D.C.: International City/County Management Association 1989.
- Vineyard, Sue. ...*Finding Your Way Through the Maze of Volunteer Management*...Downers Grove, Illinois: Heritage Arts, 1981.
- Volunteers in Police Information (VIPS) description adapted from information at [www.policevolunteers.org](http://www.policevolunteers.org).
- Wallace, Linda K. *Libraries, Mission & Marketing: Writing Mission Statements That Work*. Chicago: American Library Association, 2004.
- Waveland Emergency Management. "What is a LEPC?" Downloaded from [www.members.aol.com/melagm/lepc.html](http://www.members.aol.com/melagm/lepc.html) on September 15, 2004.
- Whitney, David J. and Michael K. Lindell. "Member Commitment and Participation in Local Emergency Planning Committees." *Policy Studies Journal* 28, Issue 3 (2000) 467-484.
- Wenger, D.E., C. Faupel, and T. James. *Disaster Beliefs and Emergency Planning*. Newark, DE: University of Delaware Disaster Research Center, 1980. Cited in Ronald W. Perry and Lindell, Michael K. "Understanding Citizen Response to Disasters with Implications for Terrorism." *Journal of Contingencies & Crisis Management* 11, Issue 2 (June 2003) 49-60.
- Yin, Robert K. *Case Study Research Design and Methods (3<sup>rd</sup> Edition)*. Thousands Oaks, CA: Sage Publications, 2003.