

The characteristics of the volunteer activities and those managing system for restoring disaster

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Abstract

A fire was broken out at Junganglo of Daegu subway station. It might be ended as just a fire happening but proceeded to the disaster with huge damages because of incomplete disaster prevention system lack of understanding and specialization about this kind of disaster. There are many fields of disaster prevention system. If even one of those fields are ignored, the damage from the disaster might be grown. As volunteer is a perception as a field of social well-being, we've not been heavily focused on this volunteer system for the disaster yet. The volunteer teams and individual took part in the beginning of restoring for the disaster. But some voluntary teams went back in a few days and activity of volunteers wasn't continued until completion of the restoration. At first, a lot of volunteer rushed into typical activity such as providing meals. Latter, the restoring had problems to keep voluntary activity continuously because lacking any supports from government organization therefore, we could understand that our society system doesn't have the completed controlling and supporting volunteer system for the disaster.

1. Introduction

1.1 The purpose of the research

The activity of volunteer is very

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important for the recovery of disaster that we should provide. Japan as an example advanced nation of disaster prevention, the system of support and management is important at the disaster restoring. But, we have not been strongly focused on those systems yet. Because the system of support and management for disaster recovering was not well managed, some of voluntary teams

went back in a few days and activity of volunteers was not continued until the restoration finish.

Those factors are caused by the lack of understanding and managing for the execution of volunteer service

Eventhough the volunteer service department in daegu city was established prior to fire disaster, the department couldn't take a role enough for the disaster because of lack of providing system and experience. the purpose of this research is to present the guideline with the practical use of the volunteer's service.

1.2 The research scope and method

This research analyzed a volunteer's service and management system through the processing of daegu subway fire that was occurred on February 18th 2003

This research is based on the field research through the data from city government, volunteer record, and case studies of domestic and abroad

2. Theoretical consideration

2.1 The definition of volunteering service

Volunteering service is to serve for social welfare without any price or rewards according to the social welfare comprehensive bibliography of Korea.

Traditionally volunteering service is to offer people who need aid service without any price. Today, volunteering service is planned and systematic social movement to develop for change local society.

2.2 The current system of volunteering service

All divisions of central administration have introduced the system of volunteering service. The health welfare division offers budget for the activity of social welfare

facility and develop the system of volunteering service related to operating social welfare system.

Ministry of Gender Equality has developed the system of woman volunteering service. It has functioned as collecting volunteers for social welfare, connection on establishing volunteer center, fostering volunteer leaders, and developing programs. Ministry of Education & Human Resource Development carry into effect that is the system of teenagers' volunteering service to developing this welfare system. The Ministry of Government Administration and Home Affairs was appointed as in charge of division for volunteering service on expanding into all public interest parts into the volunteering service. The Local volunteer center has being operated since the self-government community's established

2.3 The system of management and use in domestic and abroad disaster

1) The Republic of Korea

The volunteer organization based on volunteer center is formed in several regions of Korea. One of examples, the formation of the disaster preparation volunteer of Kyung-Ki Province is the following as Fig. 1;

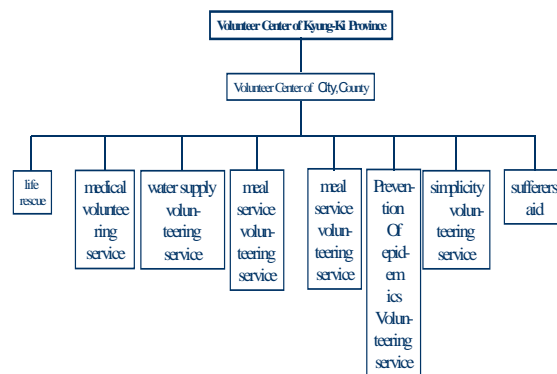


Figure 1. Diagram of Kyung-Ki's volunteer

Table 1. Volunteer team of Kyung-Ki

part of service	system of use	activity
life rescue team	<ul style="list-style-type: none"> ·disaster origination→life rescue demand(Volunteer center, charge division)→spot going and rescue(119, volunteer)→management of volunteering service accomplishment ·system of conjunction among fire stations, hospitals, and medical volunteers 	<ul style="list-style-type: none"> ·rescue of people cut off from the outside world with life rescue activity owing to flood damage
medical volunteering service team	<ul style="list-style-type: none"> ·sufferers origination→asking medical volunteering service→(public health center, volunteering center)→medical activity(volunteering service team)→report volunteering service accomplishment(a public health center→volunteer center)→management of volunteering service accomplishment · system of combination of doctor, pharmacists, herb doctor, and nurse ·system of combination among local public health center and medical volunteering service team 	<ul style="list-style-type: none"> ·establishing and operating temporary medical office in the place for sufferers ·development of medical activity after forming medical volunteer team with public health center ·development of medical activity of medical examination and treatment ,and emergency treatment in the place for sufferers
water supply volunteering service team	<ul style="list-style-type: none"> ·disaster origination→searching for the region of the interruption of water supply(service water department)→asking support (service water department, center)→supporting water supply (service water department, fire station, volunteer team)→management of volunteering service accomplishment(center) ·system of combination of department of water service in whole public institution, fire station, and volunteer team 	<ul style="list-style-type: none"> ·offer people in the region of the interruption of water supply water support
transportation volunteering service team	<ul style="list-style-type: none"> ·sufferers origination→demand investigation and asking volunteer(social welfare division, volunteering service center)→establishment of feeding facilities, support material(social welfare division)→meal service(volunteering service team)→management of volunteering service accomplishment(center) ·system of conjunction with civil companies that have vehicles of big size 	<ul style="list-style-type: none"> ·meal service for facilities staying sufferers and volunteers · feeding facilities are located near facilities staying sufferers and volunteers
meal service volunteering service team	<ul style="list-style-type: none"> ·traffic congestion origination→asking support for relieving traffic congestion (police office, volunteer center)→going out the spot and activity for traffic control (police, volunteers)→management of volunteering service accomplishment(center) ·system of conjunction with volunteer team for traffic control 	<ul style="list-style-type: none"> ·traffic control for volunteers' activity ·traffic control not to pass flood damage with police ·traffic control to pass flood damage
prevention of epidemics volunteering service team	<ul style="list-style-type: none"> ·disaster origination→asking prevention of epidemics(public health center, town)→prevention of epidemics(volunteers)→management of volunteering service accomplishment(center) ·support medicines of prevention of epidemics(public health center, town, village office) 	<ul style="list-style-type: none"> ·disaster origination→asking prevention of epidemics(public health center, town)→prevention of epidemics(volunteers)→management of volunteering service accomplishment(center) ·support medicines of prevention of epidemics(public health center, town, village office)
simplicity volunteering service	<ul style="list-style-type: none"> ·disaster origination→asking volunteers(city, county)→collection volunteers(center)→transporting volunteers(city, county)→arranging them in the spot(temporary center)→volunteering service (volunteering service team)→ returning home(city, county)→management of volunteering service accomplishment(center) ·volunteers prepare the basic equipment of shovel, gloves, high boots, towel, and cap. 	<ul style="list-style-type: none"> ·cleaning flooded houses ·recovering vinyl houses and the crops ·recovering public facilities and cleaning environment

Table 2. Volunteer team of Kyung-Ki

part of service	system of use	activity
·sufferers aid	·sufferers origination→transporting and loading aid goods(the Red Cross ,social welfare division)→sharing aid goods(the Red Cross, administration organization, volunteer team	·system of conjunction among the Red Cross, city ·county, and social welfare division ·give city-county, town, and village office aid goods

active
skill

2) Japan

Volunteers over 1,500,000 had rushed in Kobe from all over the country. But there had been problems that were volunteer acceptance, coordinator, collecting and sending informations, and sanitation badness in shelters. Kobe made 'Kobe prevention plan'and 'Volunteer activity support manual' so provided the role of administration on disaster. For an individual and community's being

fully, the connection of other categories of business and communities was needed and 'The acquaintance of city Kobe, the link movement of love'as ordinary preparation was intensified with making out a manual. Following figure shows the flow of instolling Disaster volunteer center, Disaster volunteer field support center.

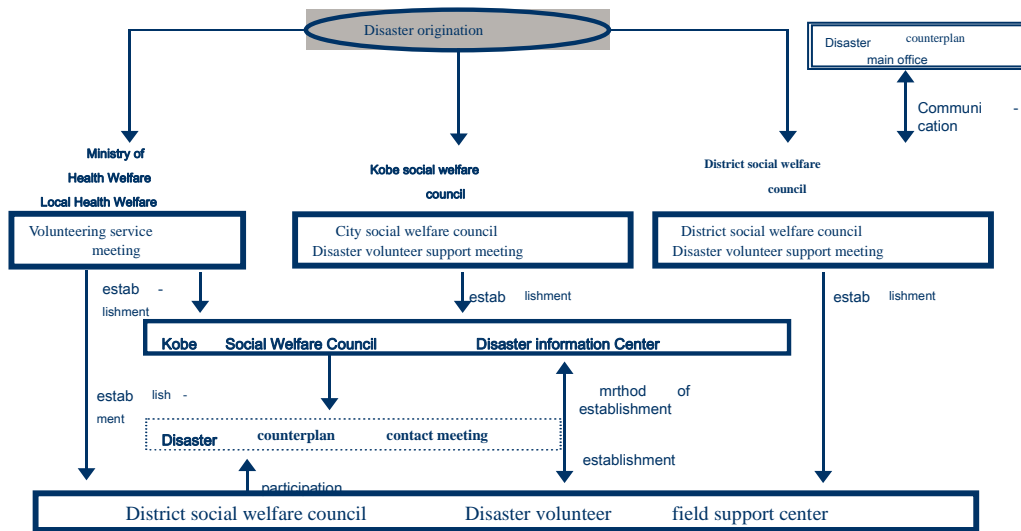


Figure 2. Diagram of volunteer in Kobe

Table 3. Meeting of disaster preparation in Kobe

kind of meeting	subject for discussion
Volunteering service meeting	·size of disaster, present condition of damage ·investigation of right or wrong of offering disaster volunteering service:Disaster volunteer information center and method of establishment Disaster volunteer field support center
Disaster volunteer support meeting (City social welfare council)	·size of disaster, present condition of damage ·about establishing disaster volunteer information center in the City social welfare council ·establishing and supporting Disaster volunteer field support center ·joint responsibility and facing between National social welfare council and Damaged region social welfare council

Table 3. Meeting of disaster preparatio in Kobe

kind of meeting	subject for discussion
Disaster volunteer support meeting (District social welfare council)	<ul style="list-style-type: none"> ·size of disaster, present condition of damage ·about establishing Disaster volunteer field support center ·asking of joint responsibility and facing between District disaster Counterplan Main Office and

3. The case studies of the

Disaster volunteer functions as the following ;

① the disaster volunteer field support center or a field support center from District social welfare council, City social welfare council, volunteer information center must be established as soon as possible, and then those are coordinated with District social welfare council, field support center, and disaster counterplan contact meeting at the last.

② those are also coordinated with organization of administration, other organizations, NGO and so on, and then collect, arrange, and send more informations for supporting them.

③ addition to the functions as supply money for support, and systematizes volunteer organization.

Disaster volunteer field support center is established in each District volunteer center and the kind of support is changed according to the needs of civilian, and the content and subject of volunteering service.

Coordinator in Disaster volunteer field support center acts as the following ;

- ① volunteer acceptance.
- ② acceptance of volunteer's need.
- ③ form the network between Civil volunteer center and volunteering team and then circumstance that leads to effective volunteering service.
- ④ asking or dispatching volunteers.
- ⑤ fill up lacking human and material resources on asking Disaster volunteer information center those.

volunteer activity

3

3.1 The case studies of volunteer activities through domestic and abroad disaster

1) Sam-Poong department store

Civil rescue members who had worked for or had often visited on business saved people at demolished department store and removed waste matter of it with heavy equipment. After beginning of activity for settlement , more civil companies put their hands to disaster restoring and seek for the victims. They offered meal service and emergency medical treatment.

In the beginning, there was no control that staying civil volunteers and pressmen in the very spot where the accident took place so there was disorder. After controlling the field, people who did nothing was decreased and the good order began occurring in the spot.

Seoul Disaster Counterplan Main Office asked Korea Electric Power Corporation in Seoul to offer electric facilities and Korea telecommunication Corporation to offer communication support. This also offered meal service on putting a budget as soon as offer of support goods was decreased and prevention of epidemics.

2) Kobe earthquake

After earthquake, many people over 10,000 people who recognized the disaster

through television and radio rushed into han-sin.

Table 4. case study of disaster

Zamitoshi city received volunteers from Jan. 17 of 1995. But many volunteers who had waited owing to the dealing of poor administration went for the spot without waiting more. AMDA (Association of Medical Doctors of Asia) dispatched a medical team organized by doctors, nurses, and pharmacists. And the team gave first aid from the day of disaster. This time, the

3.2 The status of the participation of volunteers in Dae-Gu subway disaster three teams were participated in field by reporting from administration organizations. Other teams and volunteers got that news through radio, television and member's report in

		Dae-Gu subway	Sam-Poong department store	Kobe earthquake
Period		2003.02.18~ 2003.04.23(67days)	1995.06.29~ 1995.07.31(31days)	1995.01.17~ 1995.02.15 (main period)
Location		disaster Counterplan Headquarters, Subway station, hospital	disaster place, Seoul National University of Education, The Judicial Research and Training Institute	whole place in Kobe
service part	specialty	medical treatment, psychology counsel, telecommunication service, oxygen support(15teams)	medical treatment, heavy equipment (7teams)	medical treatment, heavy equipment, oral translation
	generality	citizens, religion, civil, political party, volunteering teams and so on(total 57teams)	citizens, religion, civil, volunteering teams and so on (total 80teams)	-
the number of persons		27,055 persons	28,073 persons	approximately 150ten thousands persons
problems		·control of a few officers ·confusion between Disaster Counterplan Main Office and Volunteers Management division in managing and sharing support goods · demand and supply owing to participation with free will	·the disorder of volunteer owing to no system of management. ·A few volunteers's insubordination against control from fire fighting main office ·incorrect report and stealing valuables	·the experience lack of using volunteers in administration side ·the insufficiency of communication and control among volunteers ·the lack of center function

activity of large scale volunteering service was evolved. Volunteers were achieved truck driving, categorizing and sharing goods, meal service, nursing the old, haircut, massage and etc..

3) The comparing case study of domestic and abroad disaster Many volunteers participated in restoring against the disaster of Daegu, Sam-Poong, Kobe and there was various special parts which were participated in. There were problems of management and support of

volunteers, too.

same team. After visiting of teams, the volunteering service teams decided their activity and location. In this case, information about this disaster wasn't shared among volunteering service teams, administration divisions, and even administration divisions themselves.

offered meal service, between meal snacks, and beverages for all staffs and volunteers in emergency rescue. After establishing diaster Counterplan Main Office and the hall of the spirit of the victim memorial were placed in Daegu Citizen Hall, there were many of volunteering service teams, religion parties, and company volunteering service teams. Special volunteering service was also done like the medical examination and treatment, counsel, free telephone service, and position pursuit of the dead.

3.3 The status of volunteering service in Dae-Gu subway disaster

kind	number	kind	number
medical treatment and psychology counsel community	10	volunteer center, well-being hall	10
telecommunication company	5	distribution company	5
woman volunteerong service community	3	national movement community	2
finance organization	3	region community	9
political party	2	welfare community	3
university volunteering community	1	other community volunteer team	7
environment community	1	others	11

72 volunteering service teams had served for 67 days. three volunteering service teams

disaster subway satation unlike the case of

activity	number of persoan (number of team)	expenses (thousand won)	location	number of aided persoan
meal service	11,894(6)	940,000	Disaster Counterplan Main Offic, spot where the accident took place	204,000 persons
offering light meal, beverage, things indispensable to life	10,260 (29)	531,000	Disaster Counterplan Main Offic, spot where the accident took place, main ststion in Wolbae	642,000 persons

activity	number of persoan (number of team)	expenses (thousand won)	location	number of aided persoan
medical examination and treatment, medical prescription, health checkup	1,269(8)	192,000	Disaster Counterplan Main Offic	11,600 persons
handling of bereaved family's predicament	1,095(4)	14,000	Disaster Counterplan Main Offic, spot where the accident took place	1,350 persons

Sam-Poong department store

Table 6. participation ststue

Non-official civilians were passed into

Table 6. participation ststue

activity	number of persoan (number of team)	expenses (thousan d won)	location	number of aided persoan
telecommunicat ion service	533(4)	30,000	Disaster Counterplan Main Office, spot where the accident took place	. instolli ng 70 free telepho nes(KT), number of people using: about 49,000 persons ·tracing the locatio n of telepho ne : 239 persons
the spirit of the departed hall keeping and offering visitors national flowers	494(4)	4,000	Disaster Counterplan Main Office	90,000 persons
offering oxyzen	374(3)	8,000	spot where the accident took place	830 persons
religion ceremony	240(5)	-	Disaster Counterplan Main Office, spot where the accident took place	1,440 persons
working of cleaning, moving goods , management and so on	350(4)	-	Disaster Counterplan Main Office, spot where the accident took place,	-
	546(an individu al)	-	hospitol	-

volunteering for officers and workers who took part in restoration, bereaved families, and visitors. The status of volunteering service is following,

4. The analysis of the management of volunteering service

4.1 The volunteering service system of Daegu in the subway disaster

There were problems that a few officers managed rushing volunteers, and volunteer's activity and were controlling, and apportioning support goods between Disaster Counterplan Main Office in Table 6. There was not ready to request management organization but autonomous judgment of each volunteering team. So volunteering service activity, location, support goods were arranged according to the judgment.

There are Volunteers Management division, Disaster Prevention division in city hall, and DeaGu Metropolitan City Volunteer Center. But Volunteers Management division didn't have the system that managed volunteers and volunteering teams in disaster and addition to Disaster Prevention division. Daegu Metropolitan City Volunteer Center either. The relationship among administration organization, Volunteer Center, and private volunteering service team was not mutual assistance system but that was planned its own activity from each judgment. They didn't communicate informations from one to another so there were many problems that were their activities, the ststus of volunteers, location for operating, support goods.

4.2 The evolvement of volunteering service on the restoring process

1) The input condition of volunteer team and volunteer

The number of volunteer input is increased from the day of disaster for several days and then that is decreased as the fig. 3. The fig.3 shows the number of volunteers input for one month from the

beginning of the volunteering service. Because the subject who controls volunteering service accepted every volunteer and volunteering team rushed in the disaster place without any structured system. Many volunteers and volunteering

teams in field recognized there were overlapping parts between their activity and other teams'. thus volunteers and volunteering teams had gone back without completing their intends

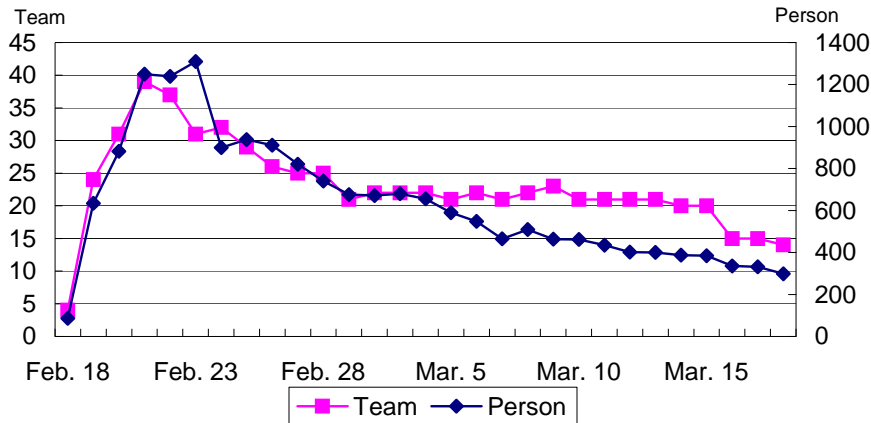


Figure 3. participation statue of volunteer

The fig. 4 shows the number of volunteer input from Feb. 18 to April. 23. Many volunteers and volunteering teams rushed in and went back the early days. If the subject who controls volunteering service had the management system that could

control volunteer and volunteering team, and appropriate time. It have been expected that the service was continued to April. 23, through the proper managing system

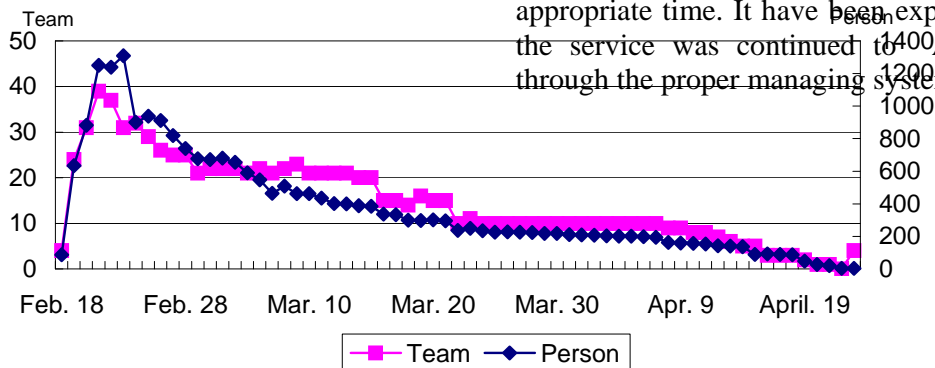


Figure 4. participation statue(67 days)

2) The contents of the volunteering service

Because the disaster came from a criminal act, any civilian was blocked to come in the disaster place. Volunteers couldn't participate in rescues the people or take part in recovery in the early stage of the disaster

The fig. 5 shows what they did for one month from Feb. 18. In the beginning they mainly served food support and meal service, the others(supporting things indispensable to life, cleaning places where bereaved families were, nursing, a consolatory visit, finance counsel, residence guidance, a contribution acceptance and etc.).

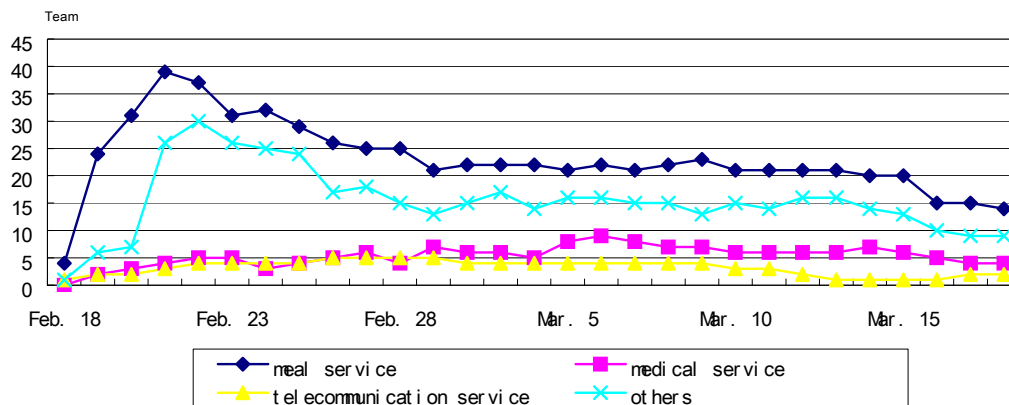


Figure 5. activity of volunteer

The fig. 6 shows what they did from Feb. 18 to April. 23. Many volunteer team served food support and meal service so there were overlapping activities between their activity and other teams'. So volunteer and volunteering team had gone back. Because they didn't have any information what they did in there from public institutions, and there wasn't any

Communications between volunteering teams and government organizations.

If the subject who controls volunteering service had the management system that could control volunteer's and volunteering team's activity, it could have appropriately shared their activity without volunteering team's confusion and in efficiency such as overlapping roles, and then it could have been expected that the service was continued

after April. 23.

volunteers and volunteering team for volunteering activity that is needed on the restoring process, setting volunteers in the right place, donated things and etc..

This research expects to provide basic data for the effective management system of the volunteering service, appropriated contribution time for each of various volunteering services, and those activities

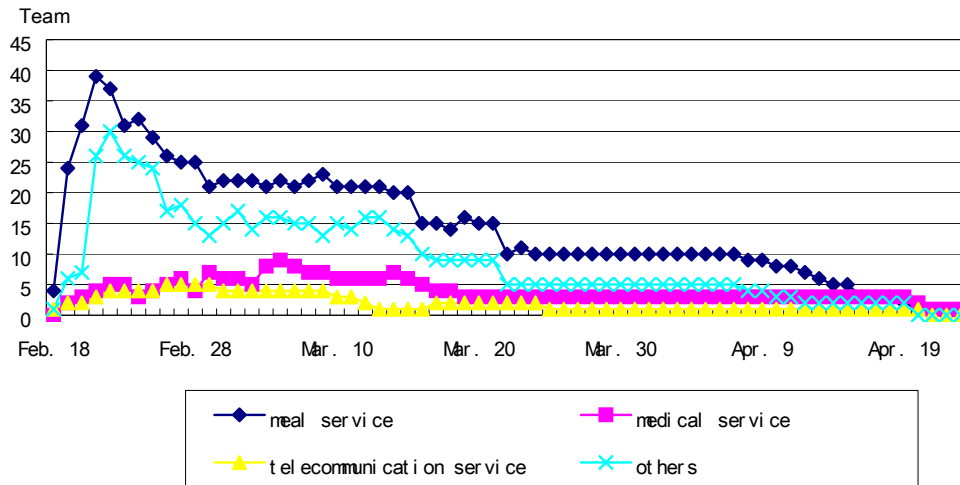


Figure 6. activity of volunteer(67 days)

5. Conclusion

Volunteering service is the activity of self-sacrifice which is to giving people without rewards. But it is difficult to expect volunteering service in the future for them if they haven't got the satisfaction of the volunteering environment. In the case of Daegu subway disaster, people who were just looking at the field interrupted volunteers, and goods that were not need for the bereaved family and in volunteering service were donated. There were problems for the ways of managing donated things and distributing. First of all, officers who control the volunteering service must take the effect situation of the disaster condition, and then they can have an ability to manage

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