



Hawke's Bay Civil Defence Emergency Management Group

CDEM Volunteer Strategy



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July 2018

Foreword

The Hawke's Bay region has a varied and active hazard scape, which presents a significant risk to the Hawke's Bay community. Responding to a major emergency requires a huge amount of resources, often beyond the capability of the existing group members and partner agencies. In order to supplement the response capability there is a need to utilise volunteers to carry out activities in response. Volunteers can also play a significant role in strengthening the Group's capability across all four R's of emergency management.

This strategy seeks to outline how the Hawke's Bay Civil Defence Emergency Management (HB CDEM) Group will engage, maintain and utilise volunteers in the future to ensure an effective volunteer capability to support activities in all four R's across the entire region.

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Introduction

Background

The HB CDEM Group has utilised volunteers in response for many years. However, this has been managed at the local level by individual territorial authorities, which has resulted in a great variance across the region with how volunteers are engaged, managed and utilised as an additional resource for use in risk reduction, readiness, response and recovery activities.

With all emergency management staff now employed by the Group Office, there is an opportunity to rationalise the use of volunteers and implement a consistent approach to volunteering across the entire region. Whilst acknowledging that there is a place for the development of volunteers under the HB CDEM Group, it is also important to acknowledge that there are also external organisations, such as the Red Cross and Salvation Army, who can also provide volunteers to assist the Group. Not only may these organisation be able to assist in readiness and response activities, but they may also be able to assist with the management of spontaneous volunteers and community led responses in a major emergency event.

Purpose of the Strategy

This strategy outlines how the HB CDEM Group will develop an effective volunteer structure within the region to support its needs in all areas of the four R's. It also outlines the ways in which the CDEM Group will engage, maintain and utilise volunteers to ensure a consistent approach across the region.

Target audience

This document is intended for all HB CDEM Group members, key stakeholders, agencies that provide volunteers and current CDEM Group volunteers.

Aim

The aim of this strategy is to provide a framework for the effective use of volunteers to support the HB CDEM Group in all areas of the four R's.

This aim will be achieved through ensuring a set of key principles are followed:

- Volunteers enhance the capability of the HB CDEM Group and meet identified needs
- Volunteers act as an asset for response and other activities across the four R's where appropriate
- Engagement of volunteers is innovative and flexible to provide for varying situations
- Volunteer management is well supported through appropriate resourcing

Relationship with internal documents

- The HB CDEM Group Plan (Objectives REA 2,4,6, RES 6-7, VM 1-4).

Relationship with external documents

- The CDEM Act 2002
- The National Civil Defence Emergency Management Strategy
- Volunteer Coordination in CDEM, Director's Guideline DGL15/13
- Guidance for establishing and operating New Zealand Response Teams (NZ-RT's), Director's Guideline DGL12/12

Understanding the current volunteer capability

Volunteering in Hawke's Bay currently occurs in four main areas:

1. Welfare Response
2. Communications
3. Emergency Response (e.g rapid reconnaissance, flood response etc)
4. Community Response

Volunteer Needs Analysis

A needs analysis was undertaken in late 2017 to understand the Group's current volunteering capability within the region. This study sought to identify the current capability within the Group's volunteer pool and potential needs for additional skills and resources that volunteers cannot currently meet. It also sought to recommend ways in which the Group's engagement and use of volunteers could be improved in the future.

The needs analysis utilised a number of methods to help determine our current volunteer capability:

- Identification of all potential volunteer activities within the HB CDEM Group
- Literature review regarding the use of volunteers in emergencies
- Review of CDEM volunteering in other CDEM groups, including sources of volunteers, activities undertaken, training offered and associated costs / staff time required
- Survey of current volunteers
- Survey of other volunteer agencies (e.g. Red Cross / Salvation Army)
- Focus Group of HB CDEM Group staff

Findings and Recommendations

The needs analysis determined that the HB CDEM Group requires a volunteer pool to;

- a) To support the activities coordinated at the EOC or GECC and;
- b) To give effect to tasking at the operational level in support of the emergency services.

It found that the HB CDEM Group has an appropriate level of volunteers to undertake these tasks but the organisation, training and coordination of the volunteers across the Group could be greatly improved and far more effective.

The analysis also noted that not enough use is made of volunteers outside response and there is potential to develop how the HB CDEM Group utilises volunteers in the other three R's.

A number of recommendations for the use of volunteers within the HB CDEM Group in the future were made following the analysis. The key recommendations were:

- The HB CDEM Group must make a clear decision on which areas of risk reduction, readiness, response and recovery it is willing to utilise volunteers and which areas it is not to define our need further.
- The volunteer pool must cover the entire region to ensure capability across all areas.

- Volunteers must have clear roles and responsibilities.
- Training must be consistent with the identified needs of the Group.
- Volunteers must be included in the development of the capability through the identification and development of training.
- A volunteer capability must be utilised whenever possible to maintain engagement.
- The volunteer system must be adaptable to ensure that it can accommodate all levels of commitment.
- Plans and resources should be developed to support spontaneous and community-led volunteers.

Who will support us?

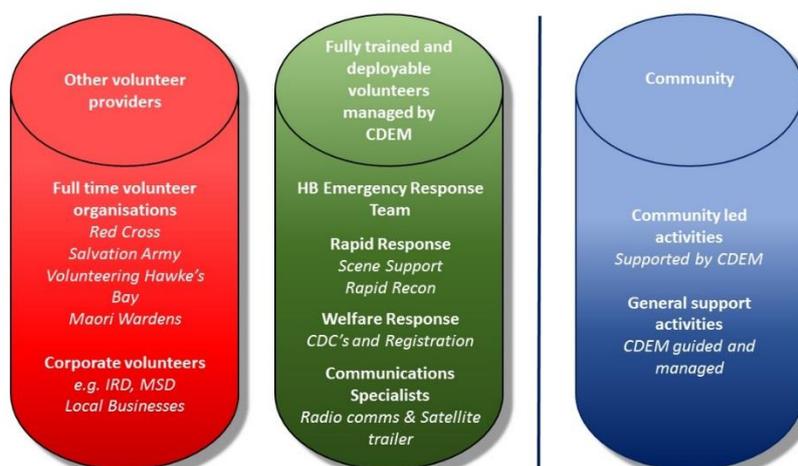
Throughout the needs analysis process agencies who will potentially support us in volunteering activities were identified. These include:

New Zealand Red Cross	Salvation Army
Māori Wardens	Victim Support
Government agencies e.g .IRD, WINZ etc	Volunteering HB
Community groups / organisations	Corporate organisations
SPCA	

Engagement of other agencies should include coordination of training activities to provide a variety of opportunities to volunteers for capability development. This will also ensure a more consistent understanding of roles, tasks and processes during activations by all volunteer organisations. In order to facilitate this it is a recommended a volunteering group will be established and quarterly meeting held with all interested parties to assist in ensuring a collaborative approach to volunteering

Building our future volunteer capability

It is recommended that volunteer capability within the HB CDEM Group be based around three main groupings:



Engagement in activities across all 4 R's

The HB CDEM Group has previously engaged with some of these volunteer groups but this has largely been focussed around the more traditional use of volunteers in response activities only. As was seen in Christchurch and subsequent emergency events within New Zealand, volunteers can play a large part in other areas of the four R's, in particular in reduction and readiness activities.

In the future, it is recommended that the HB CDEM Group develop a capability based around the effective utilisation of all three volunteer groups across all four R's. The recruitment of volunteers will be targeted according to the identified needs and will aim to integrate volunteer capability into the HB CDEM Group work wherever practicable.

The volunteer capability within the Hawke's Bay region has previously been largely based around the municipal centres of Napier and Hastings, with limited activities elsewhere within the region. The future structure must develop a volunteer capability to enable effective support to Group activities regardless of the location.

All HB CDEM volunteers will be recruited as part of the Hawke's Bay Emergency Response Team. The team will:

- Offer three streams of capability: Welfare Response, Communications Support and Emergency Response.
- Provide capability in areas that are not provided by existing volunteer agencies.
- Provide support to the other emergency services to perform their response functions.

Community capability will also be developed to support activities across all four R's. This may include the development of a community resilience plan and basic training in areas that will assist a community in managing the effects of an emergency event, but will also provide a resource for gaining situation awareness during a response. This may include engaging community groups and organisations to help develop this capability.

In addition, an effective capability to manage and support spontaneous volunteering will be developed across HB CDEM volunteers and supporting volunteer organisations. The Group will also investigate the potential to partner with corporate organisations to provide support for spontaneous volunteering and specialist volunteers to support a response (e.g. financial advice etc).

Key outputs of volunteering

In order to ensure a coordinated approach to the development of a volunteer capability lead and support roles have been identified for the key volunteer groups and agencies. Volunteers will have opportunities, and are encouraged to support reduction, readiness and recovery activities within the region. This may be supporting an HB CDEM or other organisations activity, as a community member, or as part of a community project.

Volunteer Group / Agency	Primary Roles	Support Roles
HB Emergency Response Team	Civil Defence Centres Registration and Needs Assessment Communications Support Rapid Reconnaissance Flood Response Logistical Support 4x4 support Spontaneous Volunteer management Cordon Management Traffic Control	Outreach activities Psychosocial First Aid EOC / ECC Functions Community engagement First Aid support Public Education activities
Red Cross (Disaster Welfare Response Team & Humanitarian volunteers)	Outreach Psychological First Aid Unaccompanied Minors Rapid Reconnaissance	Civil Defence Centres Registration and Needs Assessment Inquiry

Volunteer Group / Agency	Primary Roles	Support Roles
	Community engagement Public Education activities	
Victim Support	Outreach Psychological First Aid	
Salvation Army	Outreach Psychological First Aid	Civil Defence Centres Registration and Needs Assessment Community engagement
Volunteering Hawke's Bay	Spontaneous Volunteer management	
Maori Wardens	Spontaneous Volunteer management Cordon Management Traffic Control	Civil Defence Centres Registration and Needs Assessment Rapid Reconnaissance
SPCA	Animal Welfare	Rapid Reconnaissance
Community Groups	Civil Defence Centres Rapid Reconnaissance Community engagement	
Corporate volunteers	Civil Defence Centres EOC / ECC Functions Registration and Needs Assessment Spontaneous Volunteer management	Community engagement

Our volunteer pool must be flexible and provide the capability to perform a variety of tasks beyond their lead role and meet any identified needs during an event. This will enable resources to be deployed as needed and will require less reliance on support from other regions to meet the needs of the response.

Engagement and retention of CDEM volunteers

A Volunteer Management Plan (VMP) will be developed for the recruitment, training and on-going engagement of volunteers within Hawke's Bay. This will also include the engagement and management of spontaneous volunteers in a response.

It is essential that any volunteers engaged to conduct work for the HB CDEM Group are fit for purpose and represent the Group in a professional manner. In order to ensure this, any volunteer under the HB CDEM Group must:

- Declare all criminal convictions (HB CDEM and community volunteers must undergo a full Police check)
- Follow all health and safety regulations and codes of conduct
- Have the correct training before undertaking work behalf of the HB CDEM Group
- Present themselves in a professional manner while representing the HB CDEM Group

In order to ensure that volunteers are retained and are willing to undertake work on behalf of the HB CDEM Group, The HB CDEM Group must:

- Ensure equal opportunities for all persons wanting to volunteer
- Commit to providing all required Health and Safety equipment
- Provide support services to volunteers in their role

- Ensure regular training opportunities to ensure that volunteers have the correct skills to undertake work on behalf of the HB CDEM Group
- Provide opportunities for recognition of volunteers

Training and Exercising

The HB VMP will include an annual training plan. It will ensure that the volunteer capability is trained appropriately to meet the identified needs of the HB CDEM Group. This will be developed in conjunction with the other volunteer organisations to ensure that there is opportunity to coordinate training and involve participants from other organisations.. The annual training plan will also align to the Group training and exercise plan to ensure that opportunities to involve volunteers in exercises and training events are maximized.

Costs and FTE

The annual budget allocated to volunteers will remain at the current level (approximately \$50,000 per annum) to ensure that there are sufficient resources to support the volunteer capability. The establishment of a full-time volunteer management role within the HB CDEM Group will also ensure a more effective capability is developed.

Monitoring volunteer capability

In order to ensure that the volunteer capability is meeting the needs of the Group a bi-annual capability review will be conducted by the Emergency Management Advisor – Volunteer Management. This will include a survey of volunteers and supporting volunteer agencies and a review of the capability within the Group against the identified needs outlined in this strategy and the objectives of the HB Group CDEM Plan.

The training and capability of the HB CDEM Group volunteers (Emergency Response Team members) will also be monitored through the Integrated Training Management system (ITM). This is a web-based system designed to collate and store information regarding training, exercising and deployment of staff and volunteers.

Transition Plan

Communications

The first stage of communication with the current volunteers in the region has already been conducted by email, and where necessary followed with a phone call to some key individuals. The initial communication informed the volunteers the way volunteering is conducted within the HB CDEM Group would change and this would potentially impact how they are involved and used in a response. Volunteers were invited to attend a presentation to enable the intentions of the CDEM Group to be outlined and any questions answered. Presentations were held in Hastings and Napier to enable as many volunteers to attend as possible.

In order to ensure all volunteers were aware of the situation a summary email of the presentations was sent to every volunteer within the database.

- In addition to the above, the Emergency Management Advisor Volunteer Management will create a timetable for attending community-based volunteer groups normal meeting nights, so the changes can be explained.

Consistent messaging is key to delivery of the information and to ensure understanding of why we have had to make changes to our volunteer structure. The key messages are outlined below:

- Health & safety legislation recently changed and provides greater clarity to HBCDEM as an organisation as to the use of volunteers. If volunteers are identified as CDEM volunteers, then we are obligated as a person conducting a business or undertaking (PCBU) under the Health and Safety at Work Act 2015 to ensure their safety while conducting activities on behalf of the HB CDEM Group. To ensure we are compliant with the Act all volunteers will need to be fully trained for the role.
- We do not have the capacity to provide the required level of training to all the current community based volunteer groups established under the previous district structure. All resource will be focussed on the development of the centralised deployable HBERT teams. Therefore community based CDEM volunteer groups will be disestablished. The Civil Defence Emergency Management Amendment Act 2002 protects the use of the Civil Defence Logo under legislation and the community based groups will need to stop displaying this, unless directed by the HBCDEM Group.
- If disestablished community based volunteers wish to continue as CDEM volunteers they may apply to become part of the HBERT as deployable trained volunteer staff.
- If disestablished community based volunteers wish to continue to serve their community following an emergency they will be encouraged to do this as either a community-led (unofficial) response or may register to be contacted should the Group establish a spontaneous volunteer response.

Exit Strategy

During this transition, a number of people may decide the role is no longer for them. Should this occur, it is essential for the reputation of the organisations in the Group the contribution made by individuals is recognised. This will be done by means of a thank you letter and certificate from HBCDEM group, signed by the Chair of the Joint Committee and the Chair of the Coordinating Executive Group (CEG).

However, many volunteers are committed to their community and it is likely they will want to continue. These volunteers should be encouraged to meet as community members and become champions for resilience in their communities, eventually working with the Community Engagement team on a Community Resilience Plan (CRP) in accordance with the priorities already set for these.

In addition, the Community Engagement Team will organise a series of presentations to the previously active community groups, which will be supported by members of the Operational Readiness Team, to ensure all questions, HBCDEM CDEM Volunteer Strategy 2018 v.1.4 Final

queries and concerns are answered. Information on running an unofficial community-led response will be provided, should they wish to pursue this as a group.

Transitioning areas with no formal volunteer arrangements

In Wairoa and Central Hawke's Bay districts, where there are no formal arrangements with a volunteer pool, the EMA(VM) will work in the area to get a nucleus of volunteers together to be the "first feet on the ground". Where there are radios in communities, CDEM staff will work with them to ensure the radio is used in the best way for the community and CDEM needs during activation.

Community response equipment

There is a small amount of equipment currently associated with the community CDEM volunteer teams established within the Hastings District. Where it is identified this is the property of the HB CDEM Group, and there is no requirement for the community to continue utilising it, the equipment will be recovered.

There will be some equipment that is under the ownership of the HB CDEM Group the community wish to continue using. Where this is the case, the HB CDEM Group will discuss the transfer of the equipment to the community. The HB CDEM Group will not cover any ongoing maintenance costs or replacement of transferred assets unless there is a valid reason to do so. These costs will be incurred by the community from the point of transfer onwards.

A budget will be established to cover any arrangements made to continue supporting a community asset. These will be in the form of a grant and must follow the Office of the Auditor General Good practice guide for Public Sector purchases, grants, and gifts: Managing funding arrangements with external parties. Supporting community assets through grants will not be normal practice, but may have to be considered in some circumstances due to past arrangements made with some communities. These may be reviewed at any time if the asset is not being utilised in a way which supports the work of the HB CDEM Group.

To ensure the CD logo is not incorrectly used, all items with the CD logo on will be taken back and stored / used elsewhere as required.

Overall there should be little change to the community groups already in existence, as they are able to continue serving their communities following an emergency and will continue to be the champions for the Community Resilience Plan process. The change which will be obvious is the removal of the CDEM logo and being 'supported' rather than 'tasked' by CDEM, to ensure any response coordinated by them will be a community led response. The change within these groups will be managed in accordance with this transition plan to ensure consistency across all affected groups within the region.

Glossary

CDEM	Civil Defence and Emergency Management
CEG	Coordinating Executive Group
EOC	Emergency Operations Centre
GECC	Group Emergency Coordination Centre
HB	Hawke's Bay
IRD	Inland Revenue Department
ITM	Integrated Training Management system
MCDEM	Ministry of Civil Defence and Emergency Management
Four R's	Reduction, Readiness, Response, Recovery
SPCA	Society for the Protection and Care of Animals
VMP	Volunteer Management Plan
WINZ	Work and Income New Zealand